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SERVICES TO IMMIGRANTS

A Study of Needs and
Sources of Service in the
United Way of Massachusetts Bay Area

August, 1977

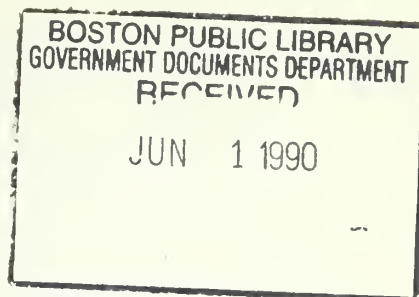
United Community Planning Corporation

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August, 1977

United Community Planning Corporation (formerly United Community Services of Metropolitan Boston) is the planning partner of the United Way of Massachusetts Bay. It is a nonprofit citizen-led human services planning and research organization.

Report #149

UNITED COMMUNITY PLANNING CORPORATION

Study of Services for Immigrants

A Study of Needs and Sources of
Service in the United Way of
Massachusetts Bay Area

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acknowledgments

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people who contributed to the success
of this study*

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United Way of Massachusetts Bay
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- Providers of Services to Immigrants
- Members of the Board of Directors of the
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August 31, 1977

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TO: James F. Callahan, Chairperson
UWMB Support Policies Committee

FROM: Irving H. Chase, Chairperson
UCPC Program and Evaluation Committee

I am pleased to transmit the final report of the Study of Services for Immigrants. This study includes a demographic analysis, an assessment of needs and an analysis of current sources of services for immigrants. As you requested, the report also includes planning recommendations which were developed by a community advisory committee.

A summary of findings has been prepared for the convenience of the volunteers reviewing this report. This summary, and the recommendations of the advisory committee, have been printed on green paper and placed at the beginning of the report. To facilitate the reading of the report an outline of contents, printed on blue paper, precedes each chapter. The appendices also are printed on blue paper.

The scope of the study was defined carefully to ensure a report which will meet the needs of the volunteers responsible for making allocations decisions. The project was guided by the community advisory committee, and it yielded a considerable amount of new information about immigrants in the UWMB area. This final report represents the close collaboration of volunteers and staff of the United Way and UCPC with members of the community.

The enthusiastic participation of the United Way throughout the course of the study has helped to make this a successful experience. I hope that the Review Committee on Community Organizations and Special Services will find the report useful.



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INTRODUCTION

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INTRODUCTION

I. PURPOSE OF THE STUDY

The Study of Services to Immigrants was initiated in January, 1977 at the request of the Review Committee on Community Organizations and Special Services, one of the allocations committees of the United Way of Massachusetts Bay (UWMB).¹ The purpose of the study is to provide information about immigrants' needs for service and about those services currently available in the UWMB service area. This information is intended to provide a context within which the Review Committee may consider the most appropriate ways for the United Way to support services to immigrants.

Negotiations between the UWMB and the United Community Planning Corporation (UCPC) were conducted by a volunteer serving as study liaison from each of the two agencies. Deborah Robbins, of the UWMB, and Hubert E. Jones, of UCPC, participated in the entire process of developing the study.

Work began on the study in April and was completed in August, 1977. An Advisory Committee, composed of citizens knowledgeable about this service field, took responsibility for monitoring the project and for developing recommendations to the United Way for service development.

The study could not have been completed without the enthusiastic cooperation of service providers, of ethnic associations, and of a number of individual immigrants and immigrant groups. It represents the concerted efforts of members of the UCPC and UWMB Board and staff working with the community.

¹The United Way of Massachusetts Bay will be referred to as the UWMB throughout the remainder of the report.

II. SCOPE OF THE STUDY

This study was designed to investigate which immigrant groups are living in the UWMB area, what their characteristics are, and what types of services they need. It also identifies the number, location, and types of services currently being utilized by immigrants, and examines the accessibility of general human services to this population. However, the study does not attempt to evaluate the quality of these services.

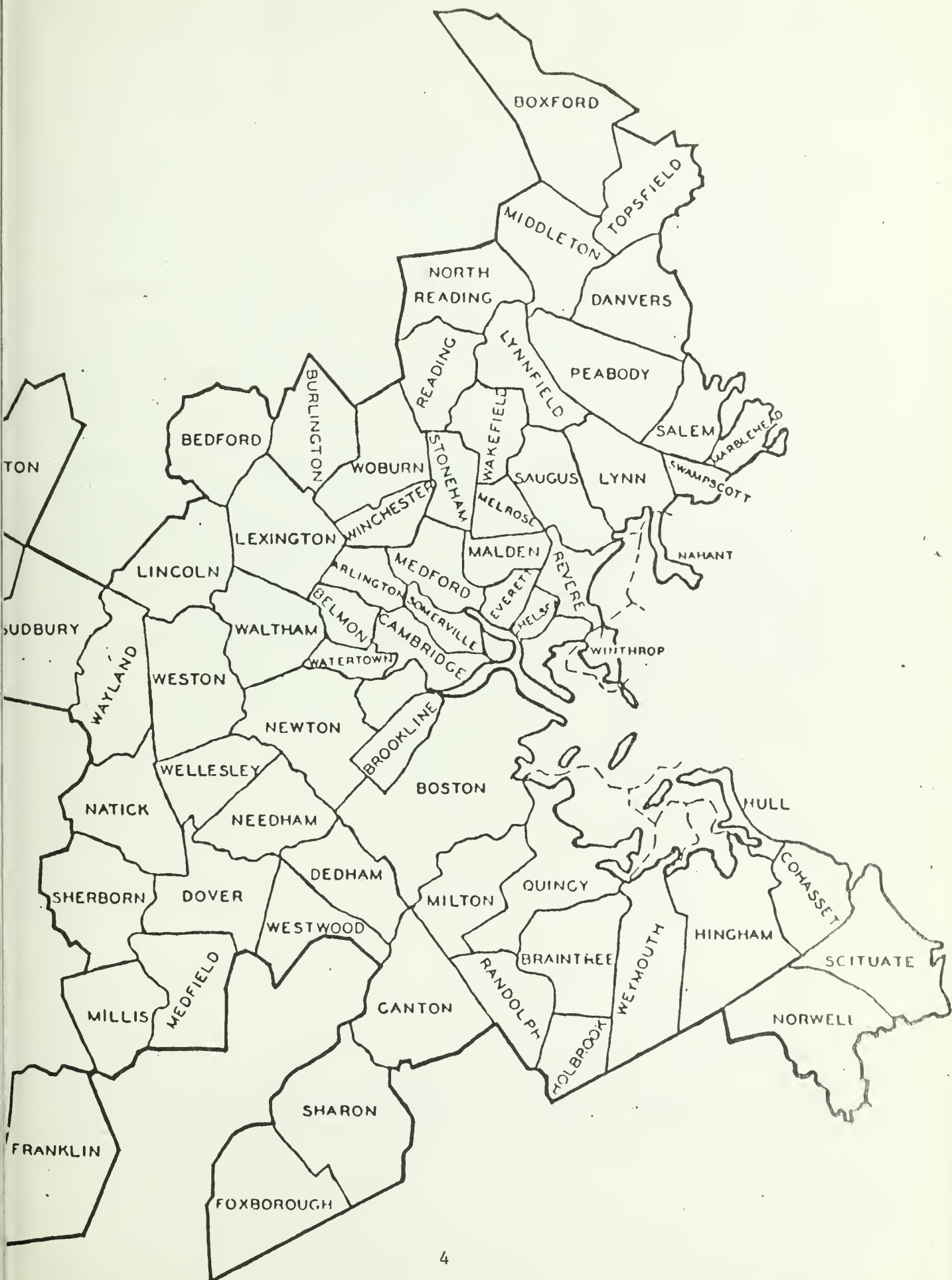
Information was found to be extremely limited about the number and characteristics of immigrants in the area, about their needs for service and about their patterns of service utilization. Furthermore, there is no standard definition of services to immigrants, and immigrants rarely are identified as a specific agency target group. Usually they are included as part of another population, such as residents of a neighborhood or members of an ethnic community.

For these reasons, a set of working definitions was developed in order to clarify the focus of the study. A number of issues had to be addressed in the process of defining these terms.

The UWMB service area includes sixty-six cities and towns in the Greater Boston area. These are indicated on Map 1. The UWMB supports a variety of services within this geographic area.

An immigrant was defined as a foreign alien admitted to this country for permanent residence. Such a person has a legal status as a "permanent resident alien," as defined by the Federal Statutes which govern the U.S. Immigration and Naturalization Service. The definition does not include foreign students or visitors. Furthermore, it does not include those people from Puerto Rico and other U.S. possessions who have legal status as U.S. citizens.

UWMB SERVICE AREA



Finally the definition does not include any former immigrant who has become naturalized as a U.S. citizen.

The study did investigate the broader needs of immigrants. However, although there may be a variety of needs which are not best met by agency services, this study focuses on those needs most appropriately met by agencies supported by the UWMB.

In defining the concept of services to immigrants, a distinction was made between general human services and those services which address the unique needs of immigrants. However, a value question was raised about the goals of services to be included. Traditionally, the Americanization and assimilation of immigrants have been perceived as the most desirable goals. There are many indications that immigrants no longer are seeking a "melting pot" experience, but are choosing to establish their separate identities by remaining within ethnic enclaves.¹ For these reasons, many immigrants may prefer to seek support from within these communities rather than from American social service institutions.

Therefore, services to immigrants have been defined as those services utilized by immigrants which function to remove the barriers to immigrants' economic and social participation in our society. These services facilitate an adjustment which enhances the immigrant's sense of well-being, develop the capacity for economic and social self-sufficiency, and promote general welfare.

¹ Some informants have raised the issue that immigrants also may need to leave the ethnic enclaves, especially to maximize employment opportunities. This value question continues to be debated within the service and ethnic communities.

SUMMARY AND RECOMMENDATIONS

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SUMMARY AND RECOMMENDATIONS

I. SUMMARY OF FINDINGS

A. DEMOGRAPHIC ANALYSIS AND IMMIGRANT CHARACTERISTICS

The UWMB area contains a high concentration of immigrants. Three quarters of them live in ten cities, with the greatest number concentrated in Boston, Cambridge and Somerville.

Since 1960, immigration has been increasing from the Western Hemisphere and the Mid East and has been decreasing from Central Europe. By 1976 Portuguese, Latin Americans, Chinese, West Indians and Greeks, as well as Italians, were the predominant immigrant groups. Increasing immigration of Chinese, East Indians and Haitians is predicted.

The more recent immigrant groups tend to settle in ethnic enclaves in urban areas. Generally, immigrants in the UWMB area have low educational and occupational levels and low incomes. However, they receive little or no financial assistance from any source, private or public. Many do not seek service from agencies, either because they do not understand American service systems or because they prefer other sources of help.

There are two distinct immigrant groups. The first includes most of the larger and growing immigrant groups in the area who are in the lowest of five socioeconomic categories and have low incomes. The second group includes immigrants of a higher socioeconomic status with higher incomes.

B. ASSESSMENT OF NEEDS FOR SERVICES

Service needs were identified by comparing findings from previous studies, demographic implications for need, and community perceptions of service needs. Three levels of need were identified.

1. Needs of Individual Immigrants

Eleven barriers to adjustment and development of self-sufficiency were identified. Differences in language and in culture are the barriers most frequently encountered by the major immigrant groups in the UWMB area.

Consumers, providers and ethnic organizations agreed in identifying three top priority service needs. These are for vocational placement and training, English as a Second Language, and housing services. However, consumers stressed the need to increase service accessibility by employing bilingual and bicultural staff, increasing outreach, and developing community-based programs. Service providers emphasized a need for orientation programs and for advocacy services.

2. Needs of immigrant Communities

Immigrants have two major community-level needs. First they need the use of community buildings for social and cultural activities. Secondly they need help in organizing themselves for mutual support.

3. Needs of Service Providers

Agencies serving immigrants need technical assistance in planning and coordinating services. They also need in-service training programs to sensitize staff to cultural differences.

C. SOURCES OF SERVICE

Three sources of assistance to immigrants were identified.

1. Informal Contacts

Although the assistance provided through informal channels can not be

measured, this is an important source. Immigrants obtain help from relatives and friends or through informal contacts in the community. This assistance includes the recommendation of specific agency services.

2. Organized Community Groups

Two kinds of community organizations are important sources of service to immigrants. Churches and other religious institutions are particularly important to a number of immigrant groups. They provide informal services and some formal services, which typically are delivered through one priest or minister.

Ethnic associations provide social and recreational activities, and they are an important source of informal assistance. Some of these associations also provide some formal services to immigrants. The services they offer most frequently are social integration, information and referral, community education and mutual support.

3. Service Agencies

Agencies serve immigrants by providing services designed specifically for them, by addressing their special needs through other programs, and by providing them with general human services.

a. Service Availability and Utilization: Over half of the agencies identified as serving immigrants are UWMB affiliates. A large proportion of these agencies are located in five of the cities with greatest immigrant populations.

Agencies provide more information and referral to immigrants than any other service. Advocacy, employment assistance, mental health and social integration are the other services provided to immigrants most frequently. Several types of services are concentrated in Boston. These are employment assistance, vocational training, orientation and immigration assistance.

There are 26 agencies which have been identified as major providers of service to immigrants, three of which were established for that purpose. These providers deliver one third of all services to immigrants reported. They offer proportionally more orientation and English as a Second Language services and fewer mental health services than do all agencies serving immigrants.

b. Factors Affecting Service Utilization: A major barrier to service accessibility is language. Of those agencies serving immigrants, 70 percent have bilingual staff. Of those providing general human services (e.g. health) 55 percent report bilingual staff. A number of agencies who report serving linguistic minorities have only English-speaking staff.

Most immigrants learn about services through word of mouth or through referrals. Thirty percent of the agencies identified provide outreach to immigrants. Over 10 percent of the agencies identified were unaware of the immigrant groups living within their service areas.

D. CONCLUSIONS

1. Services to Individuals

A need was expressed for more vocational training and housing services than are available currently, as well as for more orientation, interpreter and employment services. No need was expressed for information and referral services which are those most commonly provided to immigrants. Informants report a need for outreach, but only 30% of the agencies identified provide this.

Four of the largest immigrant groups with low socioeconomic status and low incomes receive proportionally less service than other immigrant groups. Five of the cities in the UWMB area, and three neighborhoods of Boston with the largest immigrant populations are underserved.

Many services are inaccessible to immigrants because agencies do not have

bilingual staff or are unfamiliar with cultural differences. More local services are needed in areas where immigrants are living.

2. Assistance to Ethnic Communities

Several ethnic communities whose members are of low socioeconomic status, and which include many new immigrants, need the use of physical facilities for community-sponsored activities. The newer immigrant communities need assistance in becoming organized.

3. Assistance for Service Providers

There is a need for coordination of all sources of service and for agencies to be alerted to the existence of immigrant populations. Agencies need help in planning services and in training staff to work effectively with immigrants.

II. RECOMMENDATIONS OF THE ADVISORY COMMITTEE

The Study Advisory Committee reviewed findings about immigrants' needs for service, current resources, and service gaps. Based upon the comparison of these data, the Committee developed the following recommendations for the development of services to immigrants.

A. RECOMMENDATIONS FOR SERVICES TO IMMIGRANTS

1. More housing and vocational preparation services need to be provided to immigrants in areas where they are living. Appropriate agencies in such areas either should develop these as additional services or should shift their programming to emphasize those services identified as critical to immigrants.
2. It is recommended that information and referral services not be proliferated. Those information and referral services now operating should be encouraged to develop the capacity to play a brokerage

role, with staff acting as advocates on behalf of individual clients.

3. The style of service delivery in agencies serving many groups of immigrants should be adapted to meet the needs of the predominant and growing immigrant populations who are poor, uneducated, unskilled and from rural backgrounds.
4. The majority of immigrants do not need rehabilitative services, but need access to resources. Agencies serving immigrants should focus on maximizing immigrants' abilities to use the institutions and opportunities which generally are available to all residents. This will enhance the immigrant's capacity for full participation in economic and social systems, and will help to prevent the need for remedial services.

B. RECOMMENDATIONS CONCERNING AGENCY ROLES AND RESPONSIBILITIES

1. Agencies located in communities where large concentrations of immigrants are living should have representatives of this constituency on their Boards.
2. The commitment of an agency to serve immigrants often requires some restructuring of that agency.
 - There should be participation of the immigrant constituency in policy making.
 - Positive attempts should be made to hire staff fluent in the languages spoken by immigrants in the service area.
 - When possible, the agency should employ bicultural staff. Otherwise, in-service training should be provided to sensitize staff to the culture, values and norms of the immigrants being served. This enhances communication and more effective service delivery.
 - Agencies should maintain an atmosphere which is accepting of and acceptable to the immigrant groups being served. For services to be utilized most effectively, immigrants must feel comfortable at the agency and sense that it is legitimate for them to participate fully in its programs.

3. Immigrants, as members of ethnic communities, have a great capacity to meet many of their own needs when the necessary resources are available. This is an efficient and effective way of meeting immigrants' needs without the involvement of agency personnel.

- Agencies are encouraged to make their facilities and equipment available to ethnic groups needing a physical location for service delivery, cultural or social activities.
- Planning organizations are encouraged to offer technical assistance to immigrant and ethnic groups to help them to organize and to generate resources with which to assist immigrants.

III. RECOMMENDATIONS TO THE UNITED WAY OF MASSACHUSETTS BAY

1. The UWMB should assess the capacity of all its current affiliates to provide services to immigrants, particularly of those located in communities where immigrants are concentrated. In areas where immigrants live but no agencies are providing service, the need for such agency services should be investigated.
 - The possibility should be investigated that those agencies now experienced in providing services of importance to immigrants could be trained to meet the special needs of these potential clients.
 - If current affiliates can not provide services needed within a geographic area, the UWMB should consider providing funds to other agencies in the area to fill service gaps.
2. In order to evaluate those services to immigrants, the UWMB should establish reporting requirements for agencies serving immigrants. These should include information about the characteristics of populations served, client countries of origin, client socioeconomic data, and information about the types and amounts of service provided.
3. The UWMB should take responsibility for sensitizing agencies to the existence of immigrant groups in their service areas, and to the special needs of this population.
4. The UWMB should encourage communication between those agencies serving immigrants so that services can be better coordinated.
5. It is recommended that the UWMB encourage continuing research on the role of informal service networks in the community. Currently there is a gap between the formal and informal service systems. Ways should be explored in which UWMB affiliates can work effectively with informal networks, and in which resources can best be contributed to enhance the operation of these networks.

6. It is recommended that the UWMB adopt a policy statement encouraging its affiliates not to deny service to any human being on the basis of citizenship status. Some argue that social services should be withheld from aliens who are in this country illegally. However, there are other considerations to be raised. Voluntary human service agencies have a responsibility to provide whatever life-sustaining services they can to all people who need them, particularly since it often is impossible to distinguish between legal and illegal aliens.



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CHAPTER ONE: BACKGROUND

I. METHODOLOGY

The overall project design consisted of four major areas of investigation:

- A. Identification of Immigrant Population: This included analyzing 1976 data from the Immigration and Naturalization Service (INS), data from the 1975 Annual Report of the INS, data from the 1970 U.S. Census, data from the 1975 UCPC/CJP Community Survey, and 1976 data from the Bureau of Transitional Bilingual Education of the Massachusetts Department of Education.
- B. Identification of Resources: This included identifying services targeted specifically to immigrants, services utilized by significant numbers of immigrants, and general human services which may possibly be utilized by immigrants, and by identifying the accessibility of various services to immigrants. Service availability and accessibility were studied by analyzing data from agency providers, ethnic and fraternal associations, consumers, and key informants.
- C. Identification of Needs: This included soliciting information on current needs of immigrants, of specific immigrant groups, and of agencies as perceived by agency providers, consumers, and key informants.
- D. Identification of Service Gaps: This included comparing the identified needs and resources to determine gaps in the service delivery.

In addition, to these methods of obtaining information, another important process was used to ensure that the objective data reflected the actual situation

in the community. An Advisory Board was established which included six citizens with expertise and interest in immigration issues. This committee reviewed the data throughout the study and took responsibility for developing recommendations. The following section outlines, in detail, the methodology employed in the major phases of the study.

A. IDENTIFICATION OF IMMIGRANT POPULATION

In order to determine demographic characteristics of immigrants in the UWMB area, it was necessary first to define operationally the term "immigrant" and to determine immigrants' countries of origin, the size of their populations, their general socioeconomic characteristics and where they live.

Data on the foreign born population was obtained from the 1970 U.S. Census. This provided information about which major ethnic groups were represented in the UWMB area as well as which cities contained high concentrations of foreign born people.

1976 data from INS on the number of persons registered with INS as permanent resident aliens provided current information on the size and location of immigrant populations in the UWMB area. This data was obtained from the main INS office in Washington, D.C., which provided UCPC with several computer printouts listing the number of aliens reporting by nationality and by zip code in the 66 cities and towns.

The U.S. Census data were compared with the INS information and with data from the UCPC/CJP Community Survey to determine trends in immigration patterns. Two additional sources of information were used to supplement this information. The Massachusetts Department of Education, Bureau of Transitional Bilingual Education, provided 1976 enrollment figures of students in bilingual public school classrooms. These students are not necessarily of immigrant status; however, the number and location of these young people indicate areas where

there are high concentrations of non-English speaking people, a significant number of whom may be immigrants. The 1975 Annual Report of INS was reviewed to determine the exact number of people admitted with immigrant status to Boston and Cambridge in 1975. These figures reinforced findings on immigrant population shifts and trends.

The UCPC/CJP 1975 Community Survey was a major source of information about the general socioeconomic characteristics of recently arrived immigrants. Data on education level, income level, dependency on other public and private sources for income, occupation, household composition, housing, and other socioeconomic indicators were obtained from this source. For this purpose, an immigrant was defined as a foreign born person, residing in the U.S. ten years or less.¹

The Community Survey data have some limitations as totally reliable indicators of the larger immigrant population. The number of foreign born people residing in the U.S. ten years or less constituted a small proportion of the total random sample of 1,043 households of the Survey. Because the precision of estimates of a given sample decreases as the relative size of the sample decreases, the small random sample of immigrants examined by the Survey may not be totally representative of the larger immigrant population.

B. IDENTIFICATION OF RESOURCES

1. Agency Resources

Because all social service agencies have potential contact with immigrants, of all identified agencies in the Massachusetts Bay area providing

¹Those foreign born residing in the U.S. less than 10 years are likely to be representative of the immigrant population. An immigrant must wait five years before applying for citizenship, and it takes five years, on the average, to attain citizenship. Therefore, this category is likely to include many permanent resident aliens, within a margin of error.

services potentially useful to immigrants were asked to provide service information for the study. Approximately 450 of these agencies were identified. Questionnaires were sent to these agencies soliciting specific information on the availability and accessibility of their services to recently arrived immigrants. Appendix 1 is a copy of the agency questionnaire. Thirty percent of the agencies (134) responded, and 70 of these agencies were supported by the UWMB. The response rate may have been influenced by the following factors:

1. Agencies may be unaware of an immigrant population in their areas, or may not perceive their services as useful to immigrants.
2. Agencies may not perceive immigrants as a distinct client group, and may not have data specifically on immigrants.¹
3. United Way affiliated agencies may have been more motivated to respond than other agencies.²
4. Non-UWMB affiliated agencies may not have had sufficient incentive to respond.
5. Some agencies decrease administrative work in the summer, at the time of the mailing. Particular staff persons charged with responding to outside inquiries may have been on vacation.
6. Some agencies' services may have been inappropriate to the study. Therefore, it is likely that the sources of service to immigrants in the UWMB area are undercounted in this study, especially those provided by agencies not affiliated with the UWMB.

¹It should be noted, however, that some agencies which did not consider immigrants as a distinct client group did, in fact, respond to the questionnaire

²Conversely, it is possible that some United Way agencies, having recently been asked to complete questionnaires for several other UCPC/UWMB studies, were no longer motivated to respond to additional requests for information.

The number and location of agency respondents is enumerated in Appendix 2. The largest proportion of respondents (63%) were located in the central section of the Massachusetts Bay area (Boston, Brookline, Cambridge, and Somerville). The northern suburbs contained 17% of all agencies responding. The western suburbs accounted for 11% of all respondents. The remaining responding agencies either were located in the southern suburbs or, in only three instances, located outside of the UWMB area. Of the 134 agencies responding, 70 (52%) received financial support from the UWMB.

Questionnaire responses were coded for computer analysis. Frequencies were obtained on all questions and cross tabulations were devised to answer some specific questions (i.e., whether more UWMB agencies serve immigrants than non-affiliated agencies, whether agencies providing outreach to immigrants in fact attract more immigrants). This information provided the data base for determining agency services which are currently utilized by immigrants and which are accessible to immigrant groups.

There is reason to believe that some providers misunderstood the questions asked of them. For example, one agency reported providing health services when, in fact, it referred people to health services and provided advocacy for its clients receiving the service. An accurate count of these agencies is unavailable.

Additional information on the availability and accessibility of services to immigrants was gleaned from telephone and personal interviews with selected agency providers serving either large numbers of immigrants or large numbers of non-English speaking people.

2. Ethnic Association/Religious Institution Resources

Fraternal organizations and religious groups were asked to provide information on their services, both formally sponsored services and informal

activities. This information was solicited by a mail-in questionnaire similar to that sent to agency providers. A copy of this questionnaire can be found in Appendix 3.

Approximately 230 groups were contacted by mail. Names of active ethnic associations were obtained from The Directory of Ethnic Organizations in Massachusetts.¹ The response rate for this mailing was only 9% (22) of the associations. Because of the relatively small number of respondents (only 17 of the 22 agencies actually reported serving immigrants), the information was not computerized but, rather, tallied by hand.

The factors influencing the rate of response of agency providers may also have influenced this response rate. In addition to those factors enumerated in Section 1., above, four other factors may have affected the overall percentage of those responding:

1. Many organizations identified are no longer active. Many questionnaires were returned undelivered, and many of their telephones had been disconnected. These organizations are often instable and tend to organize and disband rapidly.
2. Some groups may cease operating for some time in the summer months, at the time of the mailing.
3. Some associations are not organizationally equipped to handle outside inquiries for any of several reasons (i.e., loose organizational structure, location in a volunteer member's house).
4. A language barrier made many telephone interviews difficult and may also have made it difficult to complete a questionnaire in English.

¹Massachusetts Bicentennial Commission, Boston, Massachusetts, 1975.

²This phenomenon was observed also in a similar study, A STUDY OF NEEDS AND RESOURCES OF IMMIGRANTS IN METROPOLITAN TORONTO, Social Planning Council of Metropolitan Toronto; Toronto, Ontario, May, 1970.

3. Accessibility of Agency Resources

To determine accessibility to general human services, data from an earlier UCPC Study on Linguistic Minorities were reviewed. In that study, a questionnaire was mailed to general human service agencies. Some responses from that questionnaire were analyzed to determine the accessibility of services to immigrants; specifically, information on the number of bilingual staff, the linguistic groups served by the agencies, the percentage of clients from each of these linguistic groups, and what services the agency provided were examined.

There were 159 agencies which responded to the questionnaire; 80% of these (127) were UWMB affiliated. A large proportion of the respondents were agencies which provided those general human services needed by all people, not specifically by immigrants (i.e., mental health agencies, health clinics and hospitals, VNAs, YMCAs, Girls' Clubs, and Scouting Councils). The responses from these agencies were coded for computer analysis. The results of this analysis helped to determine the accessibility of general human services to those clients whose native language is not English, including immigrants.

C. IDENTIFICATION OF NEEDS

1. Needs Perceived by Agencies

The questionnaire sent to agencies asked them to list the three greatest needs of immigrants. Agency perceptions of the degree to which these needs are currently being met were also obtained. The responses most often related to needs of individual immigrants.

Agency providers who were individually interviewed also enumerated needs of individual immigrants as well as service gaps and duplications. They also offered insight into the needs of agencies in working specifically with immigrants.

2. Needs Perceived by Consumers¹

Members of fifteen immigrant groups were interviewed individually to obtain their perceptions of their needs as well as of the needs of immigrant groups. Each informant was asked to name five priority needs and to discuss them in depth, in either a telephone or personal interview. Immigrants also were interviewed in group settings.

3. Needs Perceived by Key Informants

Key informants include community people knowledgeable either about human services networks or immigrants' needs and resources. It happened that some of these informants were immigrants themselves or were agency providers; however, most of them were members of the general community. These informants identified either needs of immigrants, individually and as groups, or needs of agencies, depending upon their particular area of expertise. A list of key informants is attached in Appendix 4.

The needs reported by each of these three distinct groups were ranked in order of priority. These priorities were also totalled, weighted, and ranked to determine the priority of service needs of immigrants as identified by all three groups combined.

D. IDENTIFICATION OF SERVICE GAPS

In order to measure the extent to which existing services are meeting current needs of immigrants, available resources were compared with expressed needs for service. Based on this comparison, service gaps were identified. The advisory committee then developed recommendations to the UWMB for planning future services to immigrants.

¹ Interviews with immigrants often were prevented because of lack of interpreters, or because of suspicion of Americans. Immigrants themselves had some difficulty prioritizing needs because of their lack of familiarity with potential services, and because the concept of receiving formal assistance from sources outside the family or friendship group was alien to them.

II. IMMIGRATION LAWS¹

The process of gaining legal entry and residence in the U.S. is enumerated in detail in the Immigration and Nationality Act of 1952 and in subsequent amendments (most notably, the Immigration and Nationality Act Amendments of 1976, which created the Eastern and Western Hemisphere numerical limitations). These laws regulate and control alien admission into and departure from the U.S.

Any alien wishing to come to the U.S. to live permanently first must secure an immigrant visa. These visas are issued by American consular officers abroad, and generally, only a limited number may be granted each year.

In order to control the number of visas issued to immigrants during the year, two pools of immigrant visa numbers have been established. One pool of 120,000 immigrant visa numbers is for persons from Western Hemisphere countries; the other contains 170,000 immigrant visa numbers for those persons from all other locations in the world. In most cases, the country of birth determines which pool an immigrant will be counted against. To keep from separating families, however, an individual sometimes may be charged against the pool of a spouse or parent.

There is no limit to the number of persons who may immigrate to the U.S. as immediate relatives. The parents, spouses, and minor unmarried children of U.S. citizens are not subject to the visa quotas. This means that they are not counted against either the Western Hemisphere or the Eastern Hemisphere quota. All other persons granted a visa are counted against one of the annual quotas.

¹Extracted and annotated, in large part, from Guide to Immigration Benefits, U.S. Department of Justice, Immigration and Naturalization Service.

The Immigration and Nationality Act provides for these visa numbers to be allocated under a system of preferences. In order to qualify for preference consideration, a visa petition must be approved on behalf of an alien seeking such classification. This approval is the first step to qualify an alien to apply to become a permanent resident of the U.S.

The preference procedure provides for the systematic admittance of immigrants according to a set of prioritized criteria. These preferences apply to spouses and unmarried sons and daughters of lawful permanent residents, to married and unmarried adult sons and daughters of U.S. citizens, and to brothers and sisters of U.S. citizens if the citizens are 21 years of age or older. Also, some professional and occupationally skilled workers may be granted preferences. The seven preference categories, in order of their relative importance, are listed below.

1. Adult unmarried sons and daughters of U.S. citizens:

This preference includes those over the age of 21 who have qualified as children of citizens. 20 percent of the annual quota is reserved for this category.

2. Spouses and unmarried sons and daughters of aliens lawfully admitted for permanent residence:

The second preference includes spouses and unmarried sons and daughters, regardless of age, of permanent resident aliens. This classification is also reserved for 20 percent of the annual quota.

3. Professionals, scientists, and artists:¹

Up to 10 percent of the annual quota is reserved for immigrants who

¹ A professional, for immigration purposes, is a teacher, engineer, doctor, priest, or other persons pursuing a field for which advanced training is a requirement to enter the field.

are members of the professions, or who, because of their exceptional ability in the arts or sciences, will substantially benefit the national economy, cultural interest, or welfare of the U.S.

4. Married sons and daughters of U.S. citizens:

Up to 10 percent of the annual quota is reserved for immigrants who are married sons and daughters of U.S. citizens.

5. Brothers or sisters of U.S. citizens:

Up to 24 percent of the annual quota is reserved for immigrants who are the brothers or sisters of U.S. citizens who are at least 21 years of age.

6. Skilled and unskilled workers in short supply in the U.S.:

The sixth preference of up to 10 percent of the annual quota is available to immigrants capable of performing skilled or unskilled labor, not of a temporary or seasonal nature, for which a shortage of employable and willing persons exists in the U.S.

7. Refugees:

The seventh preference of up to 6 percent of the annual quota is available to aliens who, because of persecution or fear of persecution, have fled from their homeland in search of refuge. To qualify under this category, an alien must: have fled to escape persecution or fear of persecution because of race, religion, or political opinion; have fled from either a communist or communist-dominated country, or from a country of the middle east; or have been uprooted from and unable to return to the home country by catastrophic natural calamity, as defined by the President of the U.S.

Aliens in the U.S. seeking this classification must have been in the U.S. for at least two years prior to application. An alien

Finally, immigrants are required, by law, to report their place of residence to the INS in January of each year by completing an Alien Address Report. Additionally, if an immigrant changes residence at any time in the year, INS must be informed by the completion and submission of another form.



CHAPTER TWO: DEMOGRAPHIC ANALYSIS

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CHAPTER TWO: DEMOGRAPHIC ANALYSIS

I. BACKGROUND¹

In 1975, Massachusetts was one of eight states with greatest immigrant populations. The 152,332 permanent resident aliens in Massachusetts made up 4 percent of all immigrants in the United States. Nearly 40 percent of all Massachusetts immigrants lived in the UWMB area (64,000). Approximately 5,000 new immigrants settle in this area each year.²

A. FOREIGN BORN IN THE UWMB AREA IN 1970

In 1970 there were 260,394 foreign born residents living in the 66 cities and towns in the UWMB area. It is estimated that 81,500 of these were permanent resident aliens. At that time foreign born residents made up 10 per cent of the adult white population of the UWMB area and 13 percent of the adult white population of Boston.

Generally, the foreign born tended to settle in Boston, in the communities contiguous to Boston, and in the northern suburbs. Two-thirds of the foreign born in the UWMB area lived in ten major cities, which are listed in Table 1 in order of size of foreign born population.

The largest groups were from Canada and Italy. There also were signifi-

¹Information included in this Chapter is taken from a variety of sources, as discussed in the Methodology section of Chapter One.

²In 1975, 1,580 new immigrants settled in the city of Boston alone.

TABLE 1

TEN CITIES WITH LARGEST IMMIGRANT POPULATIONS:

UWMB AREA

Rank: Size of Population	1970 (US Census)	1976 (INS Data)
1	Boston	Boston
2	Cambridge	Cambridge
3	Somerville	Somerville
4	Newton	Waltham
5	Brookline	Peabody
6	Waltham	Brookline
7	Lynn	Watertown
8	Quincy	Medford
9	Medford	Malden
10	Watertown	Everett

TABLE 2

MAJOR COUNTRIES OF ORIGIN:

UWMB AREA

Rank: Size of Population	1970 Foreign Born ¹ (US Census)	1976 (INS Data)
1	Canada	Italy
2	Italy	Portugal
3	Ireland	Canada
4	Latin America ²	United Kingdom
5	United Kingdom	Latin America
6	Other Europe (including Portugal)	China
7	Greece	West Indies
8	Poland	Greece
9	Germany	Ireland
10	China	India

¹Population foreign born in ten cities in the UWMB area with greatest foreign born populations.

²Includes Central and South America.

cant numbers born in Ireland, Latin America,¹ Asia,², Greece, the United Kingdom, and European countries scattered throughtout the area. Table 2 lists countries of origin for the largest populations of foeign born residents of the UWMB area in 1970, in order of size.

B. CHANGING IMMIGRATION PATTERNS

Beginning around 1960, immigration from the Western Hemisphere began to increase, especially from Latin America and the Carribean, from Greece, and from Asia. Concurrently, there was a decrease in immigration from Western Europe, except from the United Kingdom.³

As shown in Table 2, the changing immigration patterns between 1970 and 1975 have resulted in a change in the relative sizes of immigrant groups in the UWMB area in 1976. During these five years there was a dramatic increase in Portuguese immigration, while immigration from Ireland decreased significantly. There also were increases in the numbers of Hispanic (including Cuban), Haitan and Armenian immigrants, and immigration from Italy continued to be significant.

II. IMMIGRANTS CURRENTLY RESIDING IN THE UWMB AREA

Immigrants are required to register annually with the U.S. Immigration and Naturalization Service (INS), as are all aliens. Special data on the

¹Throughout this report the term "Latin America" will be used to refer to South and Central America combined.

²"Asians" include Chinese, Japanese, Pilipinos, and Koreans in the 1970 U.S. Census. In Massachusetts, 60 percent of all Asians were Chinese, 18 percent Japanese, 13 percent Pilipino and 9 percent Korean.

³Although there is little information about these immigrants, at least one source has indicated that many come not from England but from Bermuda and other parts of the United Kingdom.

numbers of permanent resident aliens in the 66 cities and towns in the UWMB area were obtained for this study from the Washington, D.C. office of the INS.¹

There were approximately 64,000 immigrants registered in the UWMB area in 1976. Table 2 lists the ten largest countries of origin in order of population size. The number of Irish immigrants has decreased significantly since 1970. Although significant numbers of immigrants continue to come from Italy, Canada, Greece, the United Kingdom and Latin America, the Portuguese rapidly have become a major group. The number of Chinese immigrants has increased significantly as has the number of West Indians and East Indians.

There also has been an increase in the number of Armenians. Although it is not possible to determine the number of Armenian immigrants (as they emigrate from a number of different countries), it may be estimated that there are well over 1,000 in the UWMB area, and that they are one of the larger immigrant groups.

Some immigrants live here illegally. There is no way to determine with certainty the number of illegal aliens in the UWMB area. Some estimates have been made that there are two illegal aliens for every legal immigrant. The INS estimates that there may be a total of 10,000 illegal aliens in the state of Massachusetts; on this basis it may be estimated that there are approximately 4,000 illegal aliens in the Massachusetts Bay area. Other estimates of the numbers of illegal aliens appear to be inflated. For

¹ Appendix 5 presents, by country of origin, the total number of permanent resident aliens registered in 1976 in the UWMB area. Appendix 6 lists the numbers registered in Boston's neighborhoods and in the ten cities in the UWMB area with the largest immigrant populations.

example, there have been estimates by community informants that there are over 25,000 Haitians in the UWMB area. However, only 1,500 Haitians registered with INS as immigrants in 1976, and there is no evidence to support an estimate of more than 3,000 illegal Haitians in the area.

A. CURRENT LOCATION OF MAJOR IMMIGRANT GROUPS

Map 2 show the density of immigrant populations reported in the UWMB area in 1976. More immigrants currently are concentrated in ten major cities than were in 1970; at present, 76 percent of all immigrants in the area live in only ten cities. However, some of these ten cities have changed from 1970 as shown in Table 1.

Boston, Cambridge and Somerville still have the largest immigrant populations in the UWMB area, as they did in 1970. However, immigrant populations in Peabody increased so rapidly during the six-year period that it moved from the sixteenth largest immigrant population in 1970 to the fifth largest in 1976. This is attributable to a significant influx of Portuguese primarily, but also of Greeks and Hispanics during that period.¹ The numbers of immigrants in Malden and Everett also increased significantly, primarily of Italians and French Canadians. Armenians, Italians and Greeks settled in Watertown, increasing the city's immigrant population. Waltham's French Canadian population continued to grow. Fewer new immigrants settled in Newton, Quincy and Lynn than in the past.

¹There also is beginning to be an increase in immigration of these same groups to other communities on the North Shore, particularly of Hispanics into Salem. However, the increase there is of a small magnitude.

MAP 2



Table 3 shows in greater detail the communities in which the major immigrant groups are residing. With one exception, all those groups are most heavily concentrated in the cities with the largest population of immigrants from all countries. The major cities of residence for three other growing immigrant groups also are listed in Table 3.

Of all immigrants in the UWMB area in 1976, 57 percent resided in the three cities of Boston, Cambridge and Somerville (a percent increase of 14 percent from 1970).¹ As shown in Table 4, there have been significant changes in the immigrant population in these cities. As in the UWMB area as a whole, immigration from Italy, United Kingdom and Greece has continued at a steady rate. However, West Indian, Portuguese and Hispanic immigrant populations increased dramatically between 1970 and 1976. Immigration from China also increased significantly in Boston, making that the third largest group in the city. Immigration from India also increased. Simultaneously immigration decreased from Canada and decreased sharply from Ireland. Map 3 shows the distribution of immigrants within Boston.

The three major cities with the greatest concentration of immigrants include more Latin American, Greek, Haitian and Cuban immigrants than the UWMB area as a whole. However, these cities also contain fewer Canadian and Irish immigrants. These latter two immigrant groups are dispersed widely throughout the UWMB area, while the former groups are concentrated in urban enclaves.

B. TRENDS IN IMMIGRATION

The continuing change in immigration patterns is reflected by the immigrant groups reported in 1976 and those admitted in 1975. This comparison

¹The distribution of immigrants in Boston neighborhoods appears in Appendix 6.

TABLE 3
CITIES OF RESIDENCE
MAJOR IMMIGRANT GROUPS IN 1976

Rank: Size of Population	Country of Origin	Major Cities of Residence ¹ (In Order of Greatest Population)	
		City	Population ²
1	Italy	Boston E. Boston N. End Roslindale Everett Medford	3,063 ³ 706 686
2	Portugal	Cambridge Somerville Peabody	2,447 1,975 1,335
3	Canada	Waltham Boston Dorchester Brighton Jamaica Plain Brookline	1,502 1,197
4	United Kingdom	Boston Dorchester Back Bay South End Cambridge Brookline	2,016 300 295
5	Latin America	Boston Dorchester Allston/Brighton Roxbury Cambridge Brookline	3,021 477 133
6	China	Boston Back Bay South End Central Boston Brookline Cambridge	2,857 303 202

7	West Indies	Boston Dorchester Mattapan Grove Hall Cambridge	2,904
8	Greece	Boston Roslindale Allston/Brighton Jamaica Plain Cambridge Somerville	1,487 301 282
9	Ireland	Boston Dorchester Allston/Brighton	827
10	India	Boston Cambridge Burlington	242 222 118
Selected Other Growing Immigrant Groups			
11	Cuba	Boston Jamaica Plain Allston/Brighton Chelsea	860 108
12	Haiti	Boston Dorchester Mattapan Cambridge	910 180
-	Armenian	Watertown	Not Available

¹Cities in which there are 100 or more of any immigrant groups, listed in order of greatest population.

²Based on alien registration data from INS.

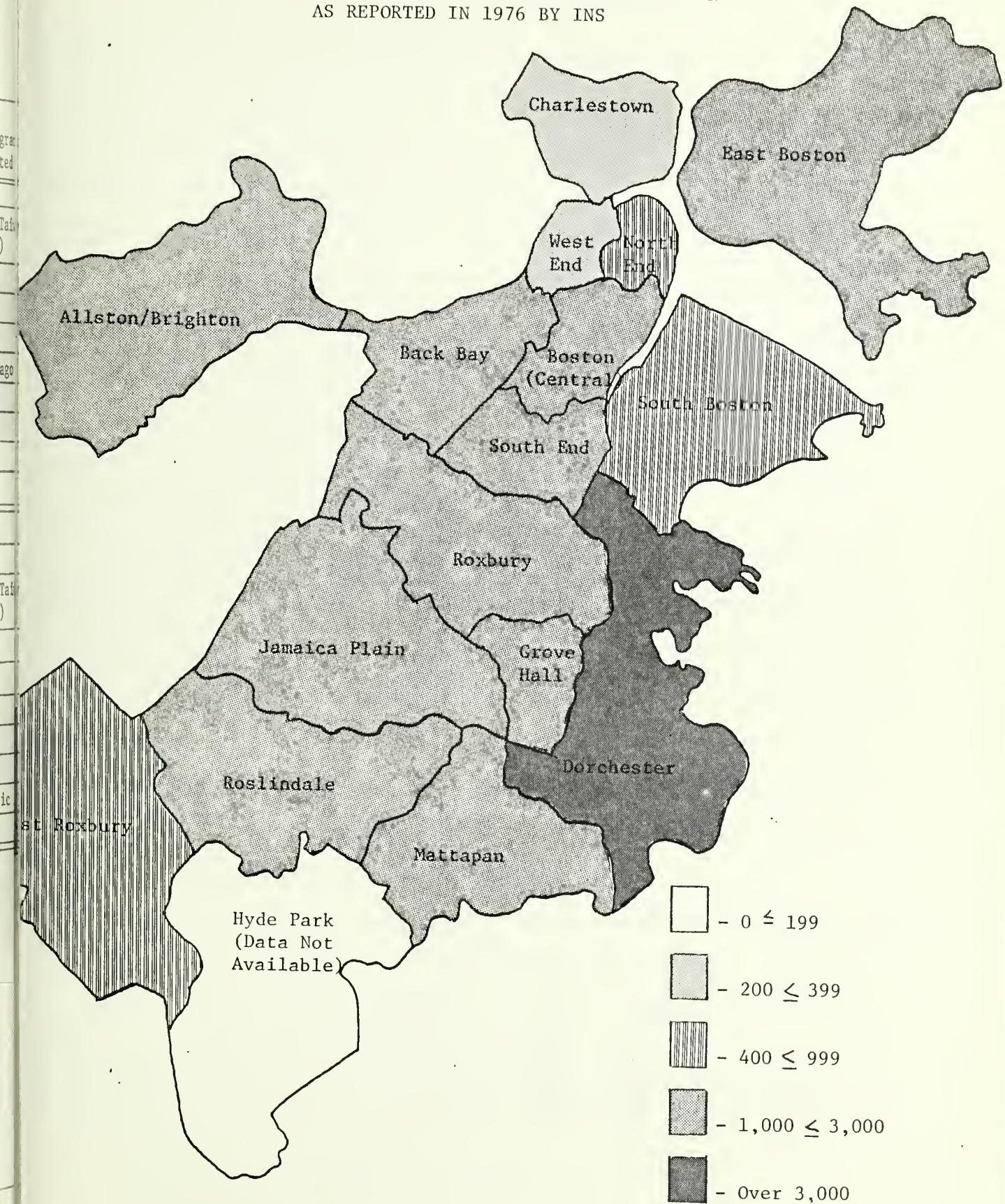
³Figures for Hyde Park are not included.

TABLE 4

POPULATION CHANGE IN THREE MAJOR CITIES
1970-1976

City	Rank	1970 Foreign Born	1976 Immigrants Registered with INS	1975 Major New Immigrant Groups Admitted
Boston	1	Italy	Italy	Italy
	2	Ireland	Latin America	China (includes Taiwan Hong Kong)
	3	Canada	China	Cuba
	4	USSR	West Indies	United Kingdom
	5	United Kingdom	United Kingdom	Portugal
	6	Greece	Greece	Trinidad and Tobago
	7	China	Portugal	India
	8	Germany	Canada	Philippines
	9	Other	Haiti	Jamaica
	10	-	Cuba	Greece, Haiti
Cambridge	1	Canada	Portugal	Portugal
	2	United Kingdom	Latin America	India
	3	Italy	West Indies	China (includes Taiwan Hong Kong)
	4	Ireland	Greece	Italy
	5	Greece	United Kingdom	Greece, Haiti
	6	China	Canada	United Kingdom
	7	Germany	Italy	Canada
	8	USSR	India	Cuba, Philippines
	9	Other	China	Dominican Republic
	10	-	Haiti	-
Somerville	1	Italy	Portugal	Not Available
	2	Canada	Italy	
	3	Ireland	Greece	
	4	United Kingdom	Canada	
	5	Greece	Latin America	
	6	Germany	United Kingdom	
	7	USSR	India	
	8	China	China	
	9	Other	Haiti	
	10	-	Korea, Cuba, Germany	

DENSITY OF THE IMMIGRANT POPULATION IN BOSTON
AS REPORTED IN 1976 BY INS



helps to predict immigration trends, barring major changes in world political and economic conditions.

Figures are available for the number of immigrants admitted in 1975 who specified Boston and Cambridge as intended cities of residence. The ten largest groups immigrating to these two cities are shown in Table 4. In both cities Chinese immigration, which already had increased during past years, continued to grow. Immigration from India also increased, as did that from the Pilipines and the Dominican Republic (Cambridge only). Haitian immigration increased in Cambridge, while remaining approximately at the same level in Boston. While immigration from Cuba to this area increased during a brief period, it has nearly ceased.

The comparison of data shows a sharp drop in immigration from Latin American countries and from Canada in these two cities. Immigrants continue to come from Italy and Portugal in large numbers, and significant numbers come from the United Kingdom and the West Indies. Although Canadian immigration to these two cities has dropped, this may not be significant, as the trend among Canadians since 1970 has been to disperse outside the two major cities. Greek immigration has dropped only slightly. Immigration among the remaining national groups appears to be occurring at a steady rate.

On the basis of this information, it may be predicted that Italians and Portuguese will continue to be the greatest potential consumers of services to immigrants, at least in the larger cities. The number of Chinese immigrants, however, may be expected to increase, as well as the number of Haitian, East Indian, Dominican and Pilipine immigrants. Immigration from Latin

American countries may be expected to decrease;¹ it is particularly significant that the numbers of this group in two urban cities have decreased for this immigrant group, which has tended to settle in urban areas.

¹However, because of potential changes in regulations concerning immigration from the Western Hemisphere, some experts predict that Latin American immigration may increase.

CHAPTER THREE: CHARACTERISTICS OF IMMIGRANTS IN THE UWMB AREA

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THE HISTORY OF THE UNITED STATES

1800

1801 The first Congress of the United States met in New York City.

1802 The first census of the United States was taken.

1803 The Louisiana Purchase was completed.

1804 The first presidential election was held.

1805 The first Congress of the United States met in New York City.

CHAPTER THREE: CHARACTERISTICS OF IMMIGRANTS IN THE UWMB AREA

I. INTRODUCTION

Descriptive demographic data on immigrants is rarely documented. However, data from the UCPC/CJP 1975 Community Survey, from the U.S. Census, from the INS and from the Massachusetts Department of Education can be combined with information from key informants to provide an overview of immigrant characteristics. The purpose of this chapter is to review those characteristics of the larger immigrant groups in the area which have implications for their human service needs.

Immigrants come to the United States and to the UWMB area for a number of reasons. Some come because their families are here. Others come for political reasons; some of these come as refugees. Immigrants are still coming in search of the "American Dream," hoping for personal freedom, better living conditions, and for greater life opportunities than are available in their homelands.

II. CHARACTERISTICS OF IMMIGRANTS IN THE UWMB AREA

A. GENERAL CHARACTERISTICS

When immigrants arrive in the UWMB area, they tend to settle in ethnic enclaves in those areas with large immigrant populations, especially in Boston, Cambridge, and Somerville. There they may have personal contacts, or at least they have the shared identity and security of common language, values, and customs.

These enclaves often are located in areas with low-cost housing, near

factories or other sources of low-wage employment. Often these are densely populated areas where immigrant families are crowded together in inadequate housing. For example, Haitians cluster in the densely populated Mattapan and Dorchester areas of Boston and in Cambridge, and the Portuguese live in high concentrations in the lower-income areas of Cambridge, Somerville, and Peabody. The Chinese are settled thickly in central Boston. Immigrants from countries with longer histories of immigration are more widely dispersed. Italian, Irish and Canadian immigrants have a greater number of communities in which to live where settlements of their ethnic group have been established.

It is difficult to obtain information about the numbers of immigrants who do not speak English. However, the 1971 UCPC Study of Linguistic Minorities indicated that 22.6 percent of Boston's population spoke a primary language other than English; the most common other language used was Italian, and the next most common was Spanish. A 1971 survey of Chinese¹ showed that 80 percent of adults surveyed spoke or understood little or no English. Another measure is a 1972 report by the Massachusetts Department of Education indicating that nearly 6,000 children in the UWMB area were eligible for bilingual education, particularly in Spanish. A significant number of children spoke Portuguese and Italian; Greek-, Chinese-, and French-speaking children also were eligible.² The greatest numbers of children eligible for bilingual education lived in Boston, Cambridge, Somerville, Watertown, Newton, Lynn, and Peabody.

There has been an increase in immigration from poorer countries; the U.S.

¹ Cited in a 1976 grant proposal written by the Chinese American Civic Association.

² Children speaking Armenian, Hebrew and Arabic were also reported in small numbers. It is important to note that for a variety of reasons children eligible for bilingual education tend to be undercounted.

remains a "haven for the unemployed of the world... few come for a handout; they are anxious to make a living."¹ There are no employment statistics available for immigrants. However, experts report unemployment is not as great a problem as underemployment, as many immigrants take menial jobs to survive.² Many work at low-paying jobs in factories, restaurants and personal service occupations.³ Often they are unfamiliar with U.S. laws and with the role of unions, and many receive wages below the legal minimum in factories with substandard working conditions or with anti-union biases.⁴ In some communities this may be a source of social conflict between immigrants and the rest of the population.

B. CHARACTERISTICS OF IMMIGRANT FAMILIES

Of all immigrants identified in the UCPC/CJP Survey, 64 percent lived with other family members. However, most immigrant families tend to be small, with only one or two children. Fifty-nine percent have no children in the household. Most immigrants are young adults aged 25 to 35, and most are married (67 percent). There are more male than female immigrants. Of the immigrants surveyed, 77 percent were Catholic, and 15 percent were Black.

¹ Leonard Chapman, former Commissioner of the U.S. Immigration and Naturalization Service, in "Getting Their Slice of Paradise," Time, May 2, 1977.

² However, unemployment in Boston's Hispanic community (which includes Puerto Ricans) has been reported to be as high as 28 percent for adults and 40 percent for youth (The Boston Globe, July 15, 1977).

³ Alarm has been expressed in the press recently that immigrants are taking good jobs away from Americans. William Cashman, of the Massachusetts State Labor Council of the AFL-CIO, has stated that aliens are taking some skilled and semi-skilled construction jobs (The Boston Globe, February 2, 1977).

⁴ Such exploitation occurs even more frequently among illegal aliens who need jobs to survive, but who will not report illegal conditions because they fear being caught themselves.

The educational level of immigrants is low, 47 percent having an education of eight years or less. The most common occupations reported were semi-skilled, unskilled or service (35 percent); 29 percent were skilled or clerical occupations. Half of the immigrants surveyed fell into the lowest of five categories of socioeconomic status (based on the education and occupation of the head of household). Immigrants' income particularly is low. Over 60 percent of all immigrants surveyed had annual incomes of \$10,000 or less: 16 percent earned under \$5,000; and 44 percent earned \$5-10,000 annually. Nearly 50 percent of those surveyed had no savings at all.

In spite of recent public concern about the cost of public support for immigrants, most of the immigrant families surveyed have received no financial assistance from any source; 56 percent received no financial help from relatives or others; 86 percent had no welfare income; 96 percent received no food stamps; 99 percent did not live in public housing; and none received SSI assistance.

Many immigrants (particularly Italians, Chinese, Greeks, and Haitians, but also French Canadians, Armenians and immigrants from Arab countries) prefer to "take care of their own," rather than seek help from service agencies.¹ Members of these ethnic communities attempt to help new immigrants obtain jobs and housing. They do so with varying success, depending on the degree of organization and the resources of the community. Nearly all the non-refugee immigrant groups have some established ethnic communities. However, at least five of these communities, the Portuguese, Cuban, Haitian, Indochinese, and some of the Latin American groups, have limited access to resources. These primarily are the newer immigrant groups which have not had

¹ Some immigrants also are unaware of the services available here, especially when similar services do not exist in their country of origin.

time to become as well organized as other ethnic communities,¹ and whose members have not yet had time to develop their own personal resources or to make contacts in the wider community.

III. CHARACTERISTICS OF MAJOR IMMIGRANT GROUPS²

Two divergent groups of immigrants have appeared in the UWMB area. The first group falls into the lowest of five socioeconomic categories (based on education and occupation of the head-of-house), and has a very low income. The second group has higher socioeconomic status and greater income.

Data from the UCPC/CJP Community Survey and information obtained from nearly all community informants indicate that the larger and growing immigrant groups are those who have less education, lower occupational skills, poorer housing and lower income.³ This is descriptive of Italian, Portuguese, Cuban,⁴ and Greek immigrants. Some Latin American, Chinese, and West Indian immigrants also share these characteristics.

This group of immigrants tends to have semi-skilled, unskilled or service occupations, and a low educational level (8 years or less). This is particularly pronounced among the Portuguese and the Greeks. The income level for this group is low, but again that of the Greeks and Portuguese is particularly

¹ This does not mean that there are no organizational activities within these communities. Rather, there tend to be a number to splinter groups who have not yet identified common community goals.

² These fifteen groups discussed in this section include the ten largest immigrant groups in the area and those groups which are growing most rapidly. The two groups of refugees are also included because of their special impact upon the human service system.

³ Informants from the International Institute of Boston report higher levels of general economic status, education and occupation of immigrants in the area.

⁴ Cuban immigrants, however, are not new and currently are not increasing in number.

low: 50 percent of the Greek immigrants identified and 82 percent of the Portuguese had incomes of \$10,000 or less. Members of these immigrant groups all tend to come from rural or underdeveloped areas. They share strong traditional values of class and the value of family integrity.¹ They tend to live in relatively large extended families including larger numbers of children and other relatives than other immigrant groups. Often these large families live crowded together in inadequate housing.

Some Haitian and West Indian immigrants also tend to have low incomes. However, they are better educated and are more experienced at functioning in a complex, modern society, although some lack industrial skills. Furthermore, many West Indians are bilingual and speak English when they arrive here.

There is a second group of immigrants who have higher levels of education, whose occupational levels range from skilled and clerical to professional, and who have greater incomes. This group includes most Central European immigrants and some Canadians. Some Latin Americans are included in this group.² Although some Haitian and Chinese immigrants also share this higher socioeconomic status,³ they do not appear to have significantly greater incomes than those with lower occupational and educational backgrounds. Most immigrants from India tend to be professionals, to be highly

¹This includes an aversion to any type of public support, which is perceived as a symbol of the male's inability to provide for this family.

²Latin American immigrants range from the unskilled and illiterate to the professionally trained, very high-income groups.

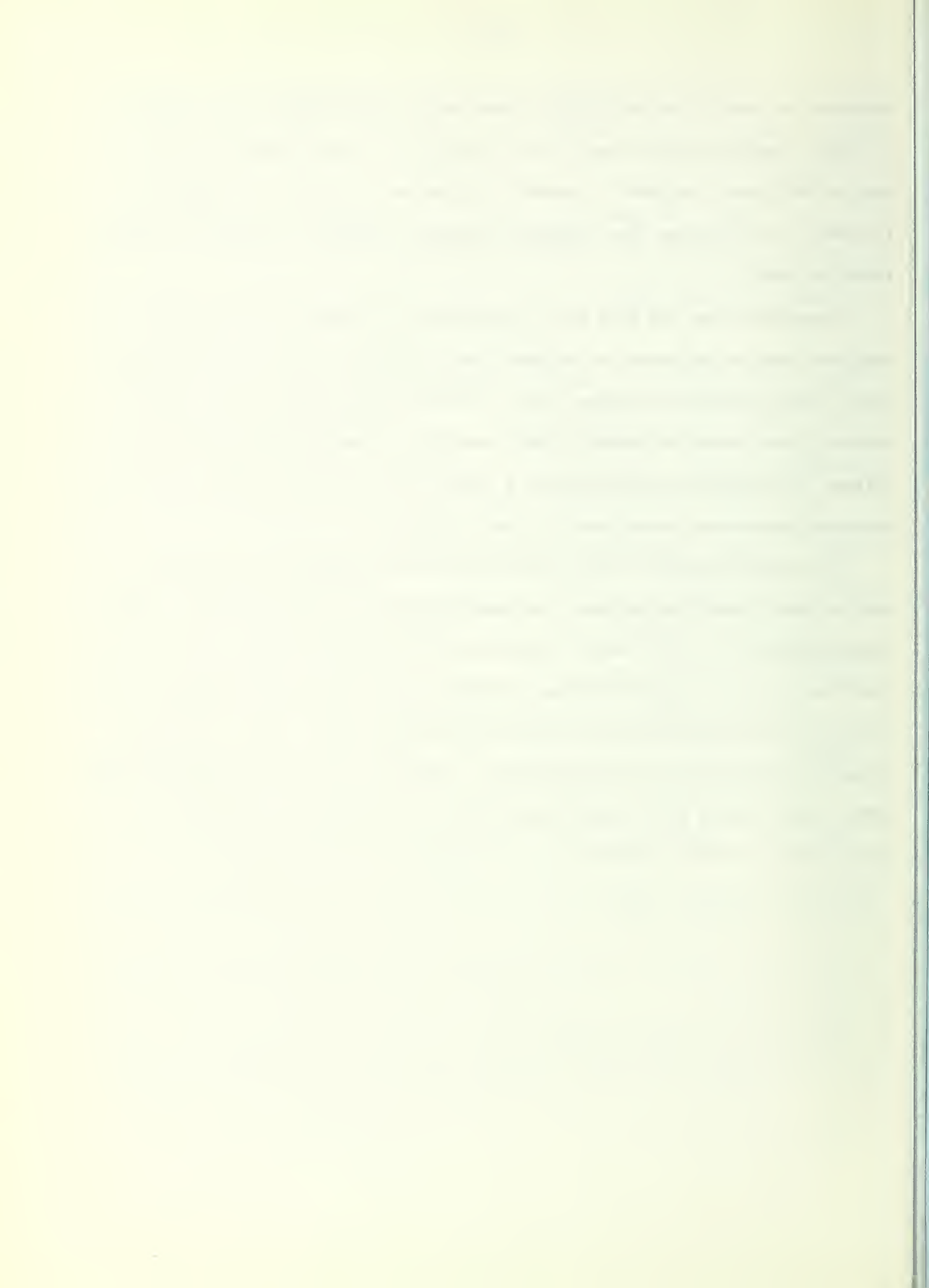
³There is some disagreement about the distribution of the Chinese immigrant population among the socioeconomic levels. Some informants perceive that the larger portion has little education and is unskilled; others report that as many as 90 percent may have at least a high school education.

educated, to earn relatively high incomes and to speak English upon arrival.

Some immigrants from some of the countries discussed above have come here as refugees. Currently, however, the two major groups of refugees in the UWMB area are those from Indochina (Vietnam, Cambodia and Laos) and those from the USSR.

Immigrants from the USSR are a special case. They must go through a long and complex procedure to emigrate from the USSR. Most are professionals with training beyond the college level. However, they tend to have very low incomes (those surveyed earned \$5,000 annually), primarily because of their extreme difficulties in adjusting to a dramatically different society and in obtaining employment appropriate to their training.

The Indochinese have arrived under even more traumatic circumstances, having found themselves suddenly and unexpectedly in an alien culture. Many are separated from other family members, and have arrived here with few or no resources. Most of the Indochinese refugees have at least the equivalent of a high school education and have some occupational skills. Many are highly educated and trained in the professions. However, as with the refugees from the USSR, many of those with occupational skills do not meet U.S. licensing requirements, or their training is not recognized in the U.S.



CHAPTER FOUR: ASSESSMENT OF NEEDS FOR SERVICE

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CHAPTER FOUR: ASSESSMENT OF NEEDS FOR SERVICE

I. INTRODUCTION

There are a variety of methods for determining needs, and the findings of several methods usually are compared to assess needs for service. Three techniques were used in this study. First, studies done in other cities were reviewed to develop initial insights into the problems and needs of this group. Secondly, the demographic data were analyzed for implications about service needs. Finally, members of the community were asked for their perceptions of immigrants' problems and needs. These informants included members of immigrant groups, service providers and experts in the field.

The results obtained by applying all three techniques are documented in this report; some points are repeated several times, as all three methods produced similar results.

All immigrant groups need some service, although the nature of the service required may differ among them. This chapter does not attempt to identify any one group as needier than another, but examines the needs shared by all immigrants for service, and then identifies the service needs of immigrant groups.

Often these needs are for the same kinds of services provided to other clients. However, because of their special characteristics and problems, immigrants need some unique kinds of services provided through special techniques.

In addition to individuals' needs for service, consideration should be given to immigrants' community-level needs. Ethnic groups attempt to meet their community needs in formal and informal ways, as discussed in the chapter

on Sources of Service. However, they need some help in doing this.

Finally, service agencies themselves need assistance in developing services for immigrants. There also is a need for general service planning.

II. FINDINGS OF PREVIOUS STUDIES

Several studies of service needs of immigrants have been done in other cities.¹ All the needs identified in these studies were similar.

Lack of proficiency in English is cited in all studies as the single greatest problem immigrants face and has been identified as the root of many other difficulties. Vocational training and job placement also are identified by all studies as major service needs. There is agreement too on the need for day care, for orientation programs on American customs, and for housing services.

The inaccessibility of services is a major problem in all cities studied. The lack of bilingual service staff and of interpreters has been reported as a major barrier to service. A need for services geared to the foreign born, showing sensitivity to cultural difference, also has been found. Health and mental health services are among those which are the least accessible for these reasons. Also related to service accessibility is the need for services located within the ethnic or immigrant community. In addition, a need for physical facilities available for use by ethnic groups for cultural

¹Bay Area Social Planning Council, Chinese Newcomers in San Francisco, San Francisco, 1971.

Chu, Ernest D. "Two Faces of Chinatown." Foundation News, Volume 18, #2 March/April, 1977.

Social Planning Council of Metropolitan Toronto, A Study of Needs and Resources of Immigrants in Metropolitan Toronto, Toronto, 1970.

United Community Planning Corporation. Needs Assessment: Refugee Resettlement Project, Boston, January, 1971.

and other activities has been mentioned.

Finally, service agencies have been found to need assistance, including help in coordinating services. All studies noted a dearth of information about immigrant groups and their needs. Because of the fluctuations in immigration patterns, planning for services has been handicapped.

III. DEMOGRAPHIC IMPLICATIONS FOR NEED

Since the UWMB area has a relatively large and growing immigrant population, a need is implied for a number of those services generally recognized as needed by immigrants, such as English as a Second Language. There may be a need for a more comprehensive network of services to immigrants in the UWMB area than elsewhere.

Because of the high concentration of immigrants in the area, all social institutions, public and private, should be aware of the difficulties faced by recent immigrants in becoming oriented to new systems and procedures, as well as in communicating with providers. This particularly is important for providers of health care and other services which are essential to survival. However, access also must be ensured to the educational system and to other institutions essential to modern life.

Access to services may be expected to be a problem for less sophisticated immigrants. Services might best be located in the communities where immigrants live. Because immigrants' incomes are often low, services should be low-cost or free. A need for interpreters and bilingual staff is expected.

Other needs are closely related to the characteristics of those particular immigrant groups in the UWMB area. The socioeconomic status of at least

six of the largest and fastest growing immigrant groups is very low. Many are unsophisticated about life in a modern urban society. Several of these groups are fairly new here and have not had time yet to establish an organized ethnic community with access to resources. These groups are very vulnerable; a familiarity with the use of American systems and institutions, as well as with their rights under a new political system, should afford them some protection from exploitation. Therefore, needs for orientation and information are indicated. Acquaintance with new customs and learning to cope in an advanced society should facilitate adjustment.

Greater numbers of immigrants who are Southern European, Asian, Hispanic and Black are settling in the UWMB area. Racial tensions recently have been high in the Boston area. Therefore, it is likely that immigrants who are racial minorities may experience a significant amount of discrimination, perhaps even more at this time than at others. Advocacy on behalf of individuals and of groups is likely to be necessary to prevent discrimination both in housing and employment, and to protect them from exploitation.

Housing services may be expected to be important for these immigrants, especially since many tend to move into densely populated areas of the city where housing is expensive and of poor quality. Job placement services should help to make maximum use of the immigrant's previous experience. However, vocational training programs are important to develop the occupational skill levels of many immigrants.

The ability to speak English enhances both job opportunities and community acceptance, and increases access to all services. Therefore, a key service is English as a Second Language. However, a need is indicated for special techniques to teach illiterate or poorly educated immigrants. A need for adult education and high school equivalency programs also is implied as

is the need for bilingual education for children.

Those immigrants who speak English and who come from modern societies may need fewer services than other immigrants. However, this group may need help in locating jobs appropriate to their training, or classes to increase their skills in English.

Those ethnic groups with longer histories of immigration to the area may have developed their own resources. However, the more recently arrived groups may need help in establishing mutual support groups.

There have been some major shifts in the immigrant populations in the UWMB area. In such areas as Peabody, where a large Portuguese population has developed quickly, agencies have had little time to adjust their services to meet their needs. In fact, the changes have been so rapid that community agencies may be unaware of this population or at least unfamiliar with their traditions and their needs.

In other communities where immigrants have lived before, there have been multiple changes in the specific populations. In the cities with greatest immigrant populations, newer groups of immigrants tend to cluster in certain areas. Agencies located in these areas may be faced with an increased demand for special services for these groups with whom they are not familiar. Therefore, agencies may need technical and planning assistance.

IV. COMMUNITY PERCEPTIONS OF NEED

A. NEEDS FOR SERVICES FOR INDIVIDUALS AND FAMILIES

Needs for service transcend national groups, and many problems are shared by immigrants from a variety of countries. When immigrants first arrive, they must cope with a number of simultaneous and dramatic changes in their lives. These immigrants, many of whom do not speak English, must adapt to a new culture

as well as to a new government. They must learn to comply with legal procedures, either to maintain their immigrant status or to apply for citizenship.

Immigrants from all countries with varied characteristics have expressed the wish for a greater sense of belonging in our society. However, their concerns about the stability of living conditions and about the welfare of their families must be resolved before they can learn English and participate more fully in the wider community.

It has been estimated that it takes from six months to a year for immigrants to begin to settle in a new environment. Their most immediate need is to survive on a daily basis, to get shelter and a source of food. Then they must acquire employment and find acceptable permanent housing. They must also meet their children's developmental needs and their own social needs. Therefore, they must learn to integrate their families into educational and social institutions.

In addition, immigrants also must find access to the same human services needed by all people. Those immigrants interviewed during this study indicated that their major problem is the inaccessibility of services, particularly health and mental health services. The most common reason given for this is the lack of bilingual staff. However, the cost of health and of day care services also limits their use by many immigrants.

Programs in English as a Second Language were mentioned specifically as being offered in inaccessible places or in areas far from immigrant communities. Transportation often is limited, and some immigrants do not feel safe traveling through unfamiliar neighborhoods, especially at night.

A number of informants indicated that immigrants frequently are not aware that many services exist or do not understand our methods of delivering them.

They need more information about the process of getting assistance. Other immigrants do not trust service agencies; immigrants reported having more confidence in those agencies located in their neighborhoods. A number of informants suggested that immigrants are more likely to trust those agencies to which they are referred by their churches or ethnic organizations.

Some difficulties are shared by immigrants who are of the same socioeconomic status regardless of their country of origin. Immigrants of higher socioeconomic status may face fewer obstacles to the eventual development of self-sufficiency. However, educated, middle-class immigrants have other adjustment problems. Some of them, who never have had to struggle for survival before, suddenly find themselves with fewer or no resources and must learn basic survival skills. They also must adjust to changes in their standards of living and perhaps also to lower social status. This is particularly true for those occupationally skilled or professional immigrants whose training is not recognized here, or who do not speak English well enough to be employed in their fields and must take menial jobs to survive.

The problems faced by immigrants of lower socioeconomic status, who are among the most significant groups in the area, are many. There are a number of obstacles to their survival, adjustment and development of self-sufficiency which are discussed throughout this report.

1. Barriers to Adjustment and Self-Sufficiency

An immigrant's ease in adjusting to life in the United States and in becoming self-sufficient depends upon two conditions: the immigrant's readiness for life in a complex, modern urban society, and the readiness of the host community to accept the immigrant. The less immigrants' experiences and skills are compatible with those in American society, the more likely they are to

encounter difficulty.

Informants have identified a number of factors which contribute to immigrants' preparedness to survive in our society and which affect ease of adjustment and development of self-sufficiency in a new environment. Each of these factors is related to a major social or cultural change encountered by the recent immigrants.

Table 5 indicates the number of these barriers experienced by each of the significant immigrant groups in the UWMB area.¹ The number of major differences between the country of origin and this country gives a general indication of the degree of adjustment required of recently arrived immigrants, and may be considered as an indication of the relative magnitude of the difficulties experienced by immigrants from various countries.

Each of these factors is associated with a potential need for service. The identification of these factors by country of origin suggest the types of services likely to be needed by each immigrant group. Furthermore, the more immigrant groups encountering each of these changes, the greater the need for those services designed to help cope with that change.

Language and cultural barriers are the two encountered most frequently by immigrants. The inability to speak English is the major barrier to adjustment, to finding a job or housing, and to participating in most

¹The number of changes required and the degree of difficulty in adapting to them, of course, varies among individual immigrants from each country.

BARRIERS TO ADJUSTMENT AND SELF-SUFFICIENCY:
TEN LARGEST IMMIGRANT GROUPS AND SIGNIFICANT OTHERS

Rank: Size of Population	Country of Origin	Language Differences	Cultural Differences	No Established Ethnic Community	Ethnic Community Has Few Resources	Wider Community Not Receptive	Poorly Educated	Social Role Changes	Complexity of Society	Low Occupational Skills	Political Change	Refugee	Unaware or Unaccept- ing of Services	Total
1	Italy	X	X				X		X				X	5
2	Portugal	X	X		X	X		X	X	X			X	9
3	Canada	X												1
4	United Kingdom													0
5	Latin America	X	X		X	X	X		X	X	X		X	10
6	China	X	X			X	X			X			X	6
7	West Indies		X		X					X			X	4
8	Greece	X	X			X	X	X	X	X			X	7
9	Ireland													0
10	India		X	X		X			X				X	5
-	Armenian	X	X				X						X	4
11	Cuba	X	X		X			X				X		6
12	Haiti	X	X		X	X	X			X	X		X	8
22	USSR	X	X	X ¹				X			X	X	X	8
27	Indochina	X	X	X	X	X	X	X	X	X	X	X	X	12

¹Although there is no established community of refugees from the USSR, many are received formally by the Jewish community, which has access to a number of resources.

formal and informal systems in our society.

Cultural differences in behavior and mannerisms may be misinterpreted both by immigrants and by those with whom they relate. Misunderstandings based on cultural differences may interfere with obtaining employment and with all aspects of participation in the wider community.

The impact of language and cultural differences may be lessened when the immigrant is received into an established community of fellow immigrants who not only share language and culture but also help in obtaining special foods and in establishing social contacts. Ethnic communities vary in the degree to which they are organized to provide mutual aid, and to which they have access to financial resources. Generally, those groups which have a longer history of immigration into the area have had the opportunity to "learn the ropes" in this society and to establish more resources than the newer arrivals.¹

¹As noted previously, a strongly established ethnic community may itself serve as a barrier to self-sufficiency. It may inhibit the immigrant from making those contacts outside the community which could increase available life options for the immigrant, once established.

The complexity of the society from which the immigrant comes is an important factor. Those from rural, underdeveloped countries must cope suddenly with life in a highly technological, fast-paced society. They may be easily intimidated by large, imposing buildings and by transportation systems. This makes it difficult for these immigrants to get their needs met, and it particularly is a problem when combined with illiteracy, as it often is. Furthermore, the adjustment to life in a democratic society may be difficult for immigrants from countries where authority relationships are different and the range of life choices is narrower.

Educational and occupational levels are critical in assessing the difficulties of immigrants in being self-sufficient. Immigrants who are unskilled are likely to obtain the lowest level jobs, especially if they do not speak English. All phases of adjustment are affected by illiteracy, which increases difficulty in learning English, in maneuvering through the city, and in general functioning in a society dependent on reading and writing.

The degree to which family roles must change also affects ease of adjustment. Immigration may alter family relationships, particularly among those more traditional societies where women are expected to marry at an early age and remain in the home. There may be changes in the roles of husbands and wives as a result of economic or social pressures. For a variety of reasons, immigrant women may find employment more easily than men.¹ Many immigrants work very long hours, and this may interfere with the maintenance of home life.

¹One reason for this given by several sources is that many women have lower employment expectations than men, and that "women's work" is more readily available than other kinds of employment.

Parent-child relationships often are disrupted, and value conflicts may develop when children become more acculturated to the new society than do their parents. Differences in role expectations for adolescents have been identified as a major source of difficulty. Immigrants from Portugal and Greece particularly expect adolescent males to help support the family and females to leave school and begin courtship. High drop-out rates have been reported for these groups in both junior high and high schools. In families where adolescents have learned contradictory values, there may be a great deal of conflict as children rebel against traditional expectations.

Those who come as refugees usually have left their homelands suddenly under traumatic circumstances, and often are separated from family members. Therefore, refugees may suffer extreme depression in addition to being faced with the usual task of adjustment to a new society. The two major refugee groups in the UWMB area, those from Indochina and from the USSR, must cope with a language and a society which is vastly different from their own.

Ease of adjustment is also influenced by the receptivity of the wider community. Immigrants are dependent upon the community to hire them, to rent housing to them, and to provide services. Receptivity of the community is important to their social and psychological adjustment. Immigrants, many of whom are easily distinguished by their accents, often suffer from discrimination.¹ The increasing number of immigrants who are racial minorities, especially, suffer from discrimination. The social integration of these groups often may be limited, particularly when individuals live outside of

¹ The current public concern about welfare payments to immigrants and illegal aliens is likely to add to this problem.

ethnic enclaves, and they may be shut out of many social and recreational activities.

Illegal aliens experience the same adjustment problems as other immigrants. However, they have a number of additional difficulties directly related to their illegal status. They often are reluctant to seek services, including health care, because they fear being discovered. They are the group most vulnerable to exploitation of all kinds, including exploitation by employers. Illegal aliens who have no legal recourse often are exploited by profiteers¹ who fraudulently charge large fees to assist in changing the alien's status to that of permanent resident aliens.

2. Priorities for Service

Immigrants, as potential consumers of service, ethnic groups, service providers and other community informants were asked to prioritize needs for services to immigrants.² These prioritized needs are presented in Tables 6 and 7. There is agreement among all three groups that the highest priority needs for specific services are for vocational training and placement, English as a Second Language, and housing assistance.

Consumers perceive employment and vocational training services as the key not only to their economic survival, but also to their adjustment, to the maintenance of their identities and to the integrity of their families.

¹Private individuals, some travel agencies, and some lawyers are known to be among those who exploit aliens in this way.

²It is important to note that the consumers interviewed were the "successful ones," those who speak English and who have made some contacts or at least have obtained some service. In addition, many of these informants stated initially that they never had problems in adjusting, although later in the interview they mentioned some significant difficulties. It is likely that their pride in having overcome problems may have made them less likely to discuss these problems.

TABLE 6

PRIORITIZED NEEDS OF SERVICE: ALL SOURCES¹

Priority	TOTAL: ALL INFORMANTS
1	• Vocational training and placement ²
2	• English as a Second Language
3	• Housing
4	• Advocacy • Other(including acculturation and orientation)
5	• GED courses (general education) • Interpreter
6	• Social Services
7	• Legal counseling • Health Services
8	• Emergency Financial Aid
9	• Day Care
10	• Immigration Assistance • Bilingual/Bicultural staff in human service agencies
11	• Information and Referral
12	• Casework (including family and marital counseling) • Agency outreach
13	• Youth Development Programs
14	• Cultural activities
15	• Mental Health
16	• Adoption services and foster care
17	• Homemaker services

¹Includes all services mentioned by all informants. Those given equal priority are listed in the same line.

²Includes employment services

COMPARISON OF SERVICE PRIORITIES:
CONSUMERS, ETHNIC ORGANIZATIONS AND PROVIDERS¹

Priority	Needs Identified by Consumers and Informants	Needs Identified by Ethnic Groups	Needs Identified by Service Providers
1	English as a Second Language	² Vocational training and placement	² Vocational training and placement
2	Vocational training and placement	Housing	English as a Second Language
3	Bilingual/Bicultural agency staff	English as a Second Language	Housing
4	Social service agency outreach	Day care	Advocacy
5	Housing	Health services	GED courses (general education) Other (including acculturation and orientation) Emergency financial aid
6	Youth development programs	GED courses (general education)	Legal counseling Social services Emergency financial aid
7	Day Care Other (including acculturation and orientation) Cultural activities	Legal counseling Other (including acculturation and orientation)	Immigration assistance Health services
9	Advocacy Interpreter Health services		I & R
10			Casework (including family and marital counseling)
11			Day care
12			Mental Health
13			Adoption and foster care services
14			Homemaker services
15			Youth development programs

¹This table includes all services mentioned by all informants, in order of priority. Those given equal priority are listed in the same line.

² Includes employment services.

They discussed needs for two types of related services: job placement and vocational training.

Immigrants report that they are underemployed, working at menial jobs for low pay. They want more diversified employment that allows them to participate fully in the economy, not just survive.¹ Often they do not know where or how to seek better jobs.

Because immigrants need help in matching their skills to American jobs, tests of equivalent skills are needed. Counseling about interviewing techniques, preparation of resumes, and American work customs and expectations is needed.

Vocational training is needed both to upgrade work skills and to develop job-related language skills. A need was identified for on-the-job training which includes basic language education. This allows the immigrant to be self-supporting while learning skills with which to maintain that support.

These services also are needed by those who already have occupational skills, including professionals. Skilled immigrants from countries where technology is not well developed may require retraining; some skilled workers may not meet licensing requirements in the U.S. Training and certification from other countries may not be recognized in the U.S. Professionals often have difficulty finding employment for this reason, and need special assistance in finding work.

Informants also agreed on the need for classes in English as a Second Language. These classes should be practical, focusing on language skills

¹ Certain immigrant groups become dependent on one particular type of employment. For example, Chinese and Greek immigrants often depend on restaurants for work.

related to work and to daily survival; they should include some orientation to American institutions. In addition to the need for basic language courses, however, there is a need for more advanced classes. Increased language skills enhance employability at all skill levels. In order for professionals to practice, their English must be "good or better".¹

The need for help in finding housing also was identified by all informants. Immigrants need adequate information about where to look for housing in areas where they have no contacts. They also need information about American methods of applying for housing, about their rights in dealing with landlords, and about the quality of housing they can expect for the rent they can afford to pay.

Although all informant groups agree on these three needs, they differed in their perceptions of the importance of other services. Only consumers identified accessibility to existing services as a need, and they gave it high priority; bilingual and bicultural staff and outreach were named as second and third priority needs. Immigrants reported difficulty in using services in their communities because they can not communicate with staff. Consumers prefer bilingual workers to interpreters, who are not always available. Immigrants also feel that interpreters can not be trusted to translate exactly what is said, and they report that people may be hesitant to discuss personal problems through an interpreter. This particularly is a problem in medical and legal services, although a need for bilingual education for children also was emphasized.

¹John Clancy, Director, Vietnamese Relocation Project, United Community Planning Corporation.

There often are cultural differences which impede delivery of services. Immigrants sometimes feel that they risk their dignity and self-respect when seeking service from those providers who have no knowledge of variations in customs. Some immigrants feel that providers may not be sensitive to their unique needs, for example, the need to house an extended family together. However, sensitivity to cultural differences is particularly important in the delivery of health and mental health services because of cultural variations in expression of physical and emotional symptoms.

In identifying a need for agency outreach, consumers discussed a need for information; immigrants often are unaware of what kinds of services are available or how to them, largely because such social services do not exist in many other countries. Some immigrants are unwilling to seek help from formal service agencies because of fear of stigma or shame about discussing problems.

The need for cultural activities also was named only by consumers and community informants. Immigrants feel the need to maintain their native cultures in order to facilitate adjustment and to ameliorate the culture shock which most experience.

The need for day care was mentioned by consumers and by ethnic associations, but not by providers. Day care is important for those families in which both parents must work, which occurs often among recently arrived immigrants. The need for youth development programs also was mentioned only by consumers and ethnic associations. These informants perceive a need for youth programs which address family value discrepancies and prevent delinquency.¹

¹Several informants felt that stresses on the immigrant family cause a significant amount of juvenile delinquency.

A need is perceived for advocacy services, both on behalf of individuals and of ethnic communities. Many reported that such a "brokerage" role is essential to prevent discrimination against the individual immigrant in housing, employment and other areas. Individuals in need of service often are helped most effectively when they are escorted through bureaucratic American service systems. This assistance often is needed to obtain health care. The need for this active service, rather than for information and referral alone, was mentioned by consumers as well as providers. Consumers indicated that this type of service is more important than casework or adjustment counseling services.

There is a need for agencies to advocate on behalf of groups of immigrants in the community as well. This role may include sensitizing health care and other providers to the needs of immigrants and encouraging them to hire bilingual staff. It also may include educating the rest of the community, particularly schools and potential employers, about cultural differences.¹

Service providers perceive orientation services to be of slightly greater importance than do consumers.² Informants identified a need for orientation in seeking housing. Also reported was a need for new arrivals to be taught where and how to shop, how to get children into school, and how to protect themselves and their homes from crime. Several informants perceive a need for orientation about different expectations for behavior in the U.S. and about the roles and responsibilities of institutions such as

¹The reticence in school of some immigrant children, which they learned as an appropriate gesture of respect, has sometimes been interpreted by American teachers as extreme shyness or stupidity.

²It is possible that some of these needs for orientation are being met by the ethnic communities.

government agencies and the public schools.¹ This includes orientation about U.S. laws, legal procedures, and about their rights in this country. An orientation to social mores has been suggested as a possible way to prevent serious conflicts between adolescents and their families. Group acculturation services for adolescents have been suggested as a way in which they can become less isolated at school. Orientation is perceived as a preventative service. It helps immigrants learn how to use our systems and institutions, and what the options are for problem-solving in our society.

The need for interpreter services was also identified. These are perceived as important in agencies where staff all speak English, although bilingual staff are preferred by consumers. However, some certified interpreters also may do official translations of documents.

Providers perceive legal services as a higher priority than do ethnic informants; consumers did not mention this need at all. However, the need for legal services was articulated not as a need for lawyers to be provided by service agencies, but for information about where and how to obtain honest and inexpensive legal services and how to avoid exploitation.

Providers identified needs for six services which were not mentioned by consumers. These are for mental health, homemakers, adoption, emergency financial aid, casework and assistance with immigration procedures and forms. It may be that immigrants are unaware of some of these services or that most of them get these types of assistance through the ethnic community. Consumers perceptions about the need for casework have been mentioned in the discussion of advocacy above.

¹ In some countries schools take the responsibility of enforcing children's attendance, while parents must take most of the responsibility in the U.S.

B. COMMUNITY-LEVEL NEEDS

Immigrants share common concerns as groups, these include the need to provide each other with cultural contacts sufficient to prevent isolation and loss of identity in a new environment. Native cultural activities facilitate adjustment and help maintain immigrants' mental health during a stressful period of their lives.

"Buildings are very important for people's identity."¹ Immigrants often prefer to meet their own needs by holding parties and cultural activities within their own neighborhoods or communities, but the cost of renting buildings makes this difficult. Ethnic groups have articulated a need for centrally located places within their communities where people can drop in to meet each other, or to get information or help from their own people. This is particularly important when transportation is limited or when the services in the surrounding community do not have bilingual staff. Representatives of ethnic organizations have indicated that one of the greater contributions an agency can make to the community is to make its facilities available for such activities.

Ethnic groups also need other kinds of assistance in becoming organized to serve their communities. The organizations now existing need technical assistance in coordinating their efforts. Some groups in the newer immigrant communities are naive about American service systems and about funding for services. These groups need assistance in generating the resources necessary to provide more comprehensive services to their communities.²

¹ Spanish-speaking architect, discussing the role of La Alianza Hispana, quoted in "Alianza's New Home Symbolizes New Hope," Boston Globe

² The service provided to the Chinese in Boston by community sponsored organizations is one example of the potential for services developed from within ethnic communities.

C. NEEDS OF SERVICE PROVIDERS

Service providers themselves need assistance in serving immigrants. Their primary need is for planning information. First, agencies have asked for information about changes in the immigrant populations. These changes have occurred so rapidly that agencies are not sure which groups live in their areas. Those providers who are aware of the groups in their service areas feel the need for much more information about the cultures and about how to communicate with these groups and gain their confidence. Agencies need more information about the service needs of immigrants and about how to do more effective outreach to immigrants. They especially need technical assistance in determining the needs specific to immigrant groups in their service areas.

Agencies also report a lack of information about other providers of service to immigrants. Many perceive a need for the coordination of services and for communication between providers. Some agencies indicated that this could facilitate cooperative work, such as the pooling of bilingual staff and other resources.

A need was identified also for in-service training programs for all staff. Of all agencies identified in this study as serving immigrants, 25 percent reported having difficulty doing so, including some, which have bilingual staff.

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CHAPTER FIVE: SOURCES OF SERVICE

I. INTRODUCTION

A. A FRAMEWORK FOR EXAMINING SERVICE RESOURCES

Services to immigrants are provided through three major sources: informal contacts, ethnic and community organizations, and formal service agencies. Informal sources of assistance include the family, social groups and other contacts in the community. Ethnic associations and cultural groups may provide some assistance to recent immigrants or refer them to other sources. Churches, often organized around ethnic as well as religious identification, are an important source of help to many groups of recent immigrants.

Many services are provided by formally organized human service agencies, some of which are located in communities where immigrants are living. Some of these agencies have programs specifically targeted to immigrants or which address the problems frequently encountered by immigrants. Other agencies provide a few services planned for immigrants; most serve immigrants through programs offered to a diverse client group. General human service agencies may serve immigrants incidentally through regular programming.

It is difficult to produce an exhaustive list of services to immigrants for several reasons. First, although immigrants have unique service needs, very few services are designated as being for immigrants exclusively. More commonly immigrants utilize services as employment which meet their needs, but which are targeted to a larger, more general population. Secondly, all human service organizations, including those offering services

important to immigrants, may be potential resources for immigrants, even when they are not designated as such. Although a concerted effort was made to identify as many sources of service to immigrants as possible, the agencies identified may not represent the entire service field.

1. Utilization of Services Available

It is important to distinguish between the availability and the utilization of services. Available services include all those provided by any agency which potentially could be used by immigrants. These include services currently being used by immigrants as well as those services which are not.

Utilized services include only those services currently being used by immigrants. The number of services utilized is smaller than the number of those available, as not all services which might be useful to immigrants currently are being used by them.

2. Factors Influencing Utilization of Services

Services must be accessible if they are to be used. Immigrants who do not speak English can not obtain service if staff are not bilingual and there is no interpreter. Agencies must also be physically accessible. In many countries social services are different from those in the United States or are nonexistent. Immigrants from those countries must be aware of our social service system before they can participate in it. Furthermore, services must be acceptable to immigrants if they are to utilize them. All these factors must be considered in assessing service resources.

B. SERVICES WHICH MEET SPECIAL NEEDS OF IMMIGRANTS

Immigrants have particular needs for service. These needs may be for the same services other people need, but often these services should be delivered in a style adjusted to meet their particular characteristics or problems.

Services which have been identified as particularly important to immigrants' adjustment and self-sufficiency are discussed below. Many of these services are not provided as separate programs, but are provided as integral parts of other, more general programs. For example, although advocacy is not often provided as a separate program, providers may play advocate roles as part of other services, such as employment. Further, many of the services needed by immigrants are closely interrelated, as employment is related to the ability to speak English.

Employment Services: Although employment services are needed by many people in our society, immigrants need special kinds of employment assistance. For many reasons employers often are hesitant to employ immigrants, and providers often must act as advocates on behalf of immigrant clients. Some immigrants do not know how to seek employment in this country and need advice on interviewing and other job-related techniques. Staff providing employment services for immigrants should be trained to evaluate immigrants' aptitudes and special skills, as job descriptions in other countries may not be compatible with those here.

Vocational Training: This service usually includes training in special job skills, and includes in-service and on-the-job training programs. Often the immigrant is paid a stipend while completing the training. Often English as a Second Language is offered to immigrants as part of vocational training. Some private industries offer such programs to new employees. Some immigrants are being trained through the CETA program.

English as a Second Language: This service is offered through a variety of sources, many of which receive some public funding. English

is offered in local communities through federally subsidized programs, and some state colleges offer these courses. Private industry funds some of these services. Other classes are provided by service agencies. Most of the classes are in basic English, and emphasize practical, conversational or job-related vocabulary. Special techniques must be used to teach a second language to illiterate adults; there is some disagreement about whether it is best taught by bilingual instructors. Few programs have formal skill levels, and there are very few advanced courses available.

Housing: Housing assistance for immigrants is closely related to orientation services. It includes providing information about where adequate, low-cost housing may be found, about fair rents and methods of applying for housing, and about leases and relationships with landlords. Some advocacy often is required to counter discrimination in housing.

Advocacy: In providing advocacy on behalf of individual immigrants, agency staff play a "brokerage" role. They may accompany immigrants to obtain services, and they facilitate immigrants' interactions with a variety of American bureaucracies. The goal of these services is to teach immigrants how to deal with these systems themselves and to encourage independence.

Orientation Services: These services may be offered to groups or to individuals. The purpose is to acquaint immigrants with the different customs, institutions and relationships they will encounter here, and to help them interpret American behavior correctly. Such services may include helping immigrants learn where to shop for food, where to find housing and how to avail themselves of other resources.

General Education Courses (GED): These services are offered to the

general community but are helpful to those immigrants with low educational levels. It is advantageous for these immigrants to upgrade their education, as increasing numbers of jobs require the equivalent of a high school education.

Interpreters: The use of interpreters often is essential in providing services to immigrants who speak limited or no English. Some agencies provide interpreter services to other agencies who serve linguistic minorities only occasionally.

Legal Services: Immigrants' most frequent use of legal services is for assistance with leases and landlords and purchases requiring large time payments which they can not afford. Immigrants occasionally use lawyers to help them with immigration-related problems. Although private attorneys may be expensive, there are a number of legal services available on a sliding-scale fee basis.

Assistance with Immigration Procedures: Immigrants may need help in petitioning to bring relatives to this country. Others need information about extending visas. Occasionally there may be a need for an immigrant to appear before the Board of Appeals to appeal impending deportation.

To be qualified to offer this assistance, staff should be thoroughly familiar with immigration laws. In order to qualify to represent immigrants before the Board of Appeals, an individual must be an accredited associate of an agency recognized officially by the Board of Appeals for this purpose. To become accredited, the individual must provide evidence of thorough knowledge of the Immigration and Nationality Act, with the Justice Department regulations, and with state labor regulations, and show concrete evidence of this knowledge through supervised experience in a recognized agency. Lawyers also may represent immigrants

before the Board of Appeals.

Social Integration: These services encourage intergroup social activities so that immigrants will not be isolated in the community. These services also attempt to foster positive relations between ethnic groups.

Information and Referral (I and R): This is not a concrete service, but a source of information about where such services can be found. Usually the immigrant is given instructions about what programs are available and how to contact agencies. Some telephone or written referrals may be made. Occasionally staff may assist the immigrant in obtaining service; however, this then becomes more of an advocacy or "brokerage" service. Most I and R staff do not play this role.

Mental Health: Several factors should be considered regarding the delivery of mental health services to immigrants. First, the language barrier makes precise communication, particularly about feelings, extremely difficult. Secondly, many behaviors, feelings and expressions vary among cultures. Behavior which is desirable in one country may be maladaptive in another. Therefore, mental health providers need to be aware of culturally determined behaviors among immigrant groups in the service area.

Health: These services include all health and health-related services (such as homemakers, visiting nurse programs) offered to the general population. Delivery of health care to immigrants may be difficult because of the need to communicate precisely because of cultural variation in the expression of physical symptoms, and because of the personal nature of the service. For these reasons, interpreters may not be adequate, and bilingual staff are preferable. Some agencies do not deliver direct health care, but act as advocates to help immigrants get access

to health care by escorting them to doctors or providing interpreters.

Day Care: Because both parents may need to work in immigrant families, day care is an important service. Services may need to be specialized to meet needs of recently arrived immigrant children, especially those who do not speak English.

Services to Illegal Aliens: Illegal aliens have many service needs. However, there are opposing views on whether agencies should serve illegal aliens. It is argued by some that service provision encourages illegal immigration. Others believe that an already over-burdened system of social services, supported by public and voluntary dollars from U.S. wage earners, should not be available to illegal aliens.

On the other hand, the question has been raised as to whether illegal aliens, as human beings, should be deprived of life-sustaining services. At this time, agencies make individual policy decisions on this issue. However, many agencies do not know whether they are serving this population, because they often are not aware of an individual's status as an immigrant or as an illegal alien.

The same is true of community organizations which have no reason to question an immigrant's legality. These community groups, as well as informal groups, may possibly be the more important resources of service to illegal aliens. These services come from trusted members of the ethnic community who may be judged less likely to betray the aliens' illegal status.

II. INFORMAL SOURCES OF SUPPORT

The degree to which informal sources of support are available to immigrant groups depends partly on the size and the cohesiveness of the receiving

ethnic community, and on the length of time that group has been settling here. This type of assistance is variable, difficult to define and can not be measured.

The ethnic community provides a familiar environment into which the immigrant can settle. There the native language may be spoken, traditional customs are observed, familiar foods and activities are provided and kinship and other traditional loyalties are honored.

These communities are an important source of emotional support. Social groups help immigrants to establish important contacts with other members of the ethnic group, and to meet social and recreational needs.

Individuals and informal groups also are important resources of information about where services can be obtained. Informal referral to services assists the new immigrant in gaining entry to the formally established service system (word of mouth is one of the more common ways immigrants learn about services).

A new immigrant may be helped to find employment, housing and temporary financial support through friends or community contacts. Communities may respond to emergencies by collecting food, clothing or money. For example, one immigrant was settled entirely by his extended family: his brother found him a job, his cousins obtained housing for him, and the entire family helped him become oriented and to make social contacts. Often immigrants are expected and such arrangements for them are made in advance of their arrival.

Often informal assistance is valuable. However, sometimes it may be detrimental. Misinformation and unfounded fears about managing life in the United States may be propagated. Worse, immigrants may be exploited by members of the same ethnic group who claim to have information and charge large fees to help with simple tasks, or who exploit recent immigrants as cheap labor.

Finally, some believe that the very resources which make new immigrants comfortable in ethnic communities, such as Chinatown or the North End, actually may limit immigrants contacts with the outside world. Thus, it is argued, motivation to learn English is decreased and access to higher level employment is decreased.¹

However, informal sources of support are extremely important when immigrants first arrive, whether or not they live in areas where their own groups are concentrated. The aid and information available through informal sources is an important complement to formal service delivery, and often may prevent the need for formal service intervention.

¹

It is also argued that living in an ethnic enclave retards the immigrant's assimilation into American society. However, the question of whether assimilation is a desirable goal is a source of continued discussion, as mentioned in Chapter One.

III. SERVICES THROUGH COMMUNITY ORGANIZATIONS

A. ORGANIZED GROUPS IN ETHNIC COMMUNITIES

Immigrants often receive help through organized groups in the community. The primary sources of such assistance are churches and ethnic associations.

Churches play an important role in aiding immigrants because of their location in the community and because of the cultural significance of many religious activities. Many religions have cultural or national demoninations. Occasionally services may be delivered formally by a church, but most are provided informally.

The church is an important organizing force within many of the ethnic communities in the UWMB which include large numbers of immigrants, including the Portuguese, Chinese, Greek, French-Canadian, Hispanic, Armenian, Lebanese, Italian and Haitian communities. Many informants report that one of the most effective ways for a service agency to gain the confidence of immigrants is to work through the churches.

An ethnic association is a formal organization of members of an ethnic group, usually within a small geographic area. It may include newly arrived immigrants, but it usually is organized by those who have lived in the area for a longer period of time. Some associations of ethnic groups which are well established may have as a majority of their membership second and even third generation citizens. Others may be composed mainly of newer citizens and immigrants.

Ethnic associations usually are not formed to assist new immigrants to settle in a new environment, and none have been identified which have any funds for this purpose. They function mainly to provide social, fraternal and recreational activities for their members, to preserve the native culture and to provide mutual support. Because these organizations are located in

areas where immigrants reside, and because of the commonality of language and culture, these organizations are in a key position to provide additional assistance needed by immigrants.

The assistance offered by these organizations is often of an intangible nature and usually is on an informal basis. The activities of these groups help to ease transition into a new way of life and help the immigrant maintain a cultural identity.

Some community groups have organized to produce ethnic publications. Five members of Boston's Haitian community publish a newspaper at their own expense which is in French and which is designed to meet the needs and interests of Haitians in the area. Other community groups are organized to provide cultural education for children and other services. Some ethnic groups have organized credit unions and banks.

B. FORMAL SERVICE PROVIDED BY COMMUNITY ORGANIZATIONS

It is impossible to estimate the number of immigrants being served by community organizations. Most keep no records, and some do not know whether the people they help are recent immigrants.

The availability of service through these groups varies. Services provided by churches often are delivered by the priest or minister alone or with the irregular assistance of parishioners.¹ Ethnic associations may not be long-lived. Their services may be provided on an ad hoc basis and are often dependent upon the expertise and availability of members who volunteer. A physician, for example, may provide free emergency medical care for an immigrant in the community, but this service cannot be guaranteed on a regular basis.

¹ Frequently a priest working alone in a community with many needy immigrants may be overwhelmed; for example, one responded to the questionnaire with a plea for assistance with his social service efforts.

Very few ethnic organizations reported providing services which require provider expertise, such as mental health or vocational training. The ethnic organizations which responded to the questionnaire tend to provide services which help immigrants make social contacts and facilitate their integration. Social events, community education and information and referral services all are offered by 65 percent of the ethnic and religious groups. Social integration was the second most frequently mentioned service: 53 percent of those responding (9) reported providing service which assists the immigrant's integration into the community. Mutual support and interpreting services are the third most common and are provided by 47 percent (8) of the organizations which responded. Recreational activities are sponsored by 41 percent (7) of these groups. Approximately 25 percent reported providing orientation, English as a Second Language, advocacy, employment, and housing. Other services were reported in fewer numbers.

In some communities where agency resources are scarce there are larger numbers of ethnic associations than elsewhere.¹ It is not clear whether these groups organize to fill voids in service due to the dearth of agency services, whether agency services are not in demand because of the existence of these groups, or whether there is any relationship between the two. However, these resources do complement the service system. Community groups are an important source of help to recent immigrants as cultural and religious resources, as sources of information and sometimes as service resources. As with informal assistance, services to immigrants through ethnic associations and churches may prevent problems which would have to be resolved by agency intervention.

¹ For example, in Everett no agencies were identified as serving immigrants, but three formal Italian associations were identified.

IV. SERVICES PROVIDED BY AGENCIES

A. AVAILABILITY OF SERVICES TO IMMIGRANTS

A total of 134 service agencies have been identified in the UWMB area which provide 465 services of the type needed by immigrants. The United Way of Massachusetts Bay helps supports 52 percent (70) of these agencies.

More information and referral services are provided by these agencies than any of the other services needed by immigrants; 18 percent of all services reported are information and referral. The service provided the least often is assistance with immigration forms and processes (4 percent of all services reported). The table below shows the distribution of all services to immigrants reported in the UWMB area.

TABLE 8

VOLUME OF SERVICES AVAILABLE
IN THE UWMB AREA

Rank	Service	Percent of 465 Services Provided
1	•Information & Referral	18%
2	•Advocacy	9%
3	•Employment •Social Integration •Mental Health	7% each
4	•Legal •Interpreter •English	6% each
5	•Housing •Day Care •Vocational Prep. •Orientation •Health •Other (including GED)	5% each
6	•Help with INS	4%

In assessing the availability of resources, it is helpful to separate general human service providers from those whose services meet immigrants' unique needs. The agencies identified in this study may be divided into three groups, according to the degree to which their programs focus on immigrants as a client group. These agencies have been grouped according to the following criteria:

Group A, Major Providers of Services to Immigrants, includes agencies which:

- are established specifically to serve immigrants (e.g., the International Institute of Boston);
 - have at least one program designed for and targeted to immigrants (e.g., Jewish Family and Children's Service);
 - serve primarily an ethnic group which includes many immigrants (e.g., La Alianza Hispana);
- serve immigrants so frequently that the service, or the manner in which the service is delivered, has been adjusted to meet immigrants' needs although the program may not be targeted to immigrants (e.g., obtaining bilingual, bicultural staff as at Catholic Charities of Cambridge and Somerville).

Group B, Providers of Services Needed by Immigrants

This group includes agencies (all of which serve immigrants) whose program

- meet special needs of immigrants, but through programs not specifically designed for or adjusted to this group (e.g., Greater Boston Legal Services);
- serve a large number of immigrants because of their location in a community which includes a large number of immigrants (e.g., the Chinatown Little City Hall).

Group C, General Services Providers

This group includes agencies, some serving immigrants and some not, which:

- provide general human services for which immigrants share a need with all others (e.g., health services);
- provide programs in which immigrants participate as part of a general client group (e.g., day care programs provided to a particular city or neighborhood);
- provide services potentially useful to immigrants, but which immigrants are not using currently.

All providers in groups A and B currently are serving some immigrants.

1. Major Providers of Services To Immigrants (Group A)

There are 26 major providers of services to immigrants in the UWMB area.¹

Three of these agencies have been established specifically for the purpose of serving immigrants. The remaining 23 agencies in Group A provide services targeted to or adjusted to immigrants, although these agencies do not exist solely for this purpose.¹

a. Agencies Established to Serve Immigrants. There are three agencies in the UWMB area whose primary purposes are to provide services to immigrants. Two are public, the U.S. Immigration and Naturalization Service (INS) and the Massachusetts Division of Immigration and Americanization. The third, the International Institute of Boston, is a private, non-profit United Way agency. The services offered by these agencies are presented in detail in

¹A concerted effort was made to locate all major providers of services to immigrants. However, it is possible that others exist in the community which were not identified.

Table 9.¹

(i) International Institute of Boston (IIB): The International Institute of Boston provides five services to immigrants. Although no data is available on nationalities served, clients come from a wide variety of countries including Central Europe, Scandinavia, the Mideast, South America, the Caribbean and Indochina. Some Armenian, Indian and Portuguese immigrants and some Russian refugees also seek services here. Few Canadians are served.

Although programs are targeted specifically to immigrants, not all services are delivered to immigrants themselves. Some service is provided to families wishing to be reunited with relatives through immigration, to students and to aliens on temporary visas who wish to become immigrants.

Clients are referred to IIB by INS, hospitals and other agencies. They also find the agency through word of mouth. No formal outreach is done by the agency. Service is provided by four professional staff, a social worker, an immigration specialist, a language coordinator and a coordinator of special programs.²

The IIB provides specialized services to immigrants in housing, employment, and assistance in immigration matters. It also provides some interpreter services. Supportive services include orientation, supportive counseling, advocacy and referrals. Training is

¹Program and client information is presented as reported by the agencies themselves.

²Services through the Indochinese Refugee Program are provided separately through three additional staff.

TABLE 9

AGENCIES ESTABLISHED TO SERVE IMMIGRANTS
UNITED WAY OF MASSACHUSETTS BAY AREA

Agency	Auspice	Programs	Clients Served
International Institute of Tone	Private, Non- Profit United Way	Manpower Development <ul style="list-style-type: none"> . Financial and career planning . Skill evaluation . Job counseling and placement 	568 cases ¹
		Housing Services Immigration Assistance <ul style="list-style-type: none"> . Orientation to US laws . Assist with INS procedures . Representation before INS . Dissemination of information to lawyers . Translation of documents 	
		Supplementary Education <ul style="list-style-type: none"> . Orientation . Foreign languages . English as a Second Language . Community Intercultural activities 	
		Supportive Services <ul style="list-style-type: none"> . Cultural, social activities . Supportive counseling . Referrals (health, legal, mental health, etc.) . Recreation . Advocacy . Interpreters 	
	HEW Funded Special Project	Indochinese Refugee Program <ul style="list-style-type: none"> . English as a Second Language . Vocational counseling 	70 families
Immigration Naturalization Services	US Government	Immigration Forms <ul style="list-style-type: none"> . Information concerning immigration . Instructions for completion of immigration forms 	Not Available
Massachusetts Office of Immigration and Naturalization	State of Massachusetts	Naturalization Assistance <ul style="list-style-type: none"> . Immigration assistance . Dissemination of information on immigration procedures . Representation before INS . Information and referral 	Approximately 300

Case may include more than one client, and not all clients served are immigrants. The 1976 figures include clients of 54 nationalities; no breakdown is available by group or by immigrant status. These represent a duplicated count, as some clients received more than one service.



offered in English as a Second Language. The agency sponsors a number of intercultural community activities. Thirty-six cultural and social clubs are affiliated with the agency and use its facilities and services.¹

(ii) U.S. Immigration and Naturalization Service: The U.S. Immigration and Naturalization Service, part of the U.S. Department of Justice, is responsible for the control of all aliens. As part of this responsibility, the INS provides information about immigration procedures, all forms required for immigration or change to immigrant status, and instructions for completing these forms.

(iii) Massachusetts Office Of Immigration and Americanization: The Massachusetts Office of Immigration and Americanization assists with immigration procedures to individuals, service providers and the general community. The office assists immigrants in the naturalization process and refers them to other service agencies when necessary.

b. All Major Providers: The 25 major providers of service to immigrants are listed by auspice in Table 10.² The services provided, geographic area covered and immigrant groups served are presented in this table.³

¹Of the 36 clubs, 18 are European, 4 Scandinavian, and 3 Armenian. There is one club each for Portuguese, Russian emigres, Indonesians, and East Indians.

²Twenty-four are listed in the table. However, two offices of the Massachusetts Department of Education, Bureau of Bilingual Education responded, making 25 agencies. In addition, one other major provider responded to the questionnaire after the data analysis had been completed. This is the Boston Children's Service Association.

³All information is presented as reported by the agencies.

MAJOR PROVIDERS OF SERVICES TO IMMIGRANTS: GROUP A

Name of Agency	Geographic Service Area															Immigrants Served Country of Origin	
	I & R	Advocacy	English	Employment	Housing	Legal	Voc Prep.	Soc. Integ.	Ment. Health	Health	Day Care	Interp.	INS Help	Orient.	Other		
UWMB AGENCIES:																	
Catholic Charitable Bureau of Cambridge- Somerville	x	x						x	x	x	x	x			x	CAMBRIDGE, SOMERVILLE	Portugal, Central America (El Salvador, Honduras, Costa Rica), Haiti
Chinese-American Civic Association	x	x	x	x	x		x	x				x	x			SOUTH END, Chinese Community of Greater Boston	China, Hong Kong, Burma, Thailand, Vietnam
Combined Jewish Philanthropies Affiliates:																	
-Jewish Vocational Service		x		x			x					x		x		BOSTON, Greater Boston Area	U.S.S.R. Romania Vietnam Israel
-Associated Jewish Community Centers of Greater Boston	x					x		x									
-Jewish Family and Children's Service	x	x		x	x			x				x	x	x			
Family Counseling Service- Region West Hispanic Program	x	x				x		x				x				WALTHAM	Central and South America, Dominican Republic
Greater Boston YCA: English as a Second Language and Job Counseling Program	x	x	x	x			x	x					x			BOSTON (Dorchester, Mission Hill Fenway), Waltham, Woburn	South and Central America, Spain Dominican Republic, Cuba
Inquilinos Boricuas en Accion	x															SOUTH END	Columbia, Ecuador, Honduras
International Institute	x	x	x	x	x	x	x	x	x	x		x	x	x		BOSTON, UWMB Area	Many
La Alianza Hispana	x	x	x	x	x			x				x		x		ROXBURY, Dorchester, Jamaica Plain, Allston/Brighton	Columbia, Ecuador, Dominican Republic
United Community Planning Corporation	x	x		x			x							x		BOSTON, Massachusetts	Vietnam, Cambodia, Laos

These major providers deliver 31 per cent of all available services to immigrants¹ and employ 33 percent of all staff reported serving immigrants. UWMB affiliated agencies provide over half of the services delivered by Group A agencies and employ over half of the staff.

Major provider agencies are located in five of the cities with greatest immigrant population, and most serve the largest immigrant groups in the community in which the agency is located. The major providers serve Latin American, Portuguese, Asian, Caribbean, and Canadian immigrants primarily: only two agencies report serving Italians and one serves Greeks.²

More information and referral services are available than any other service to immigrants through these major providers. Orientation services and interpreter services are offered the next most frequently: these are two of the services to immigrants which are the most specialized and which are less likely to be available through other agencies. This is true also of English as a Second Language, which is offered by 12 major providers. Employment services, advocacy and social integration are the other services most frequently provided by this group of agencies.

The major providers of services to immigrants provide many of the services meeting unique needs of immigrants, and they offer an average of six services to immigrants per agency, more than are offered per agency by all providers of services to immigrants. In these ways they are more specialized.

¹These agencies provide 38.5 per cent of all those services actually reported to be utilized by immigrants.

²There are three programs in the Massachusetts Bay area established to serving Indochinese refugees. These programs are sponsored by the International Institute of Boston, the United Community Planning Corporation, and Catholic Charities of Boston. All three programs are scheduled to terminate by 1978 or before.

2. Other Providers of Services to Immigrants (Group B)

In addition to the major providers of service for immigrants, 45 agencies were identified which provide a total of 195 services of the special kind most needed by immigrants, 42 percent of all services available to immigrants. As shown in Table 11.), United Way affiliates provide 41 percent of these services (over half of those provided by private, not-for-profit agencies in this group).

Public agencies provide a total of 76 services to immigrants through regular programs. These include CETA programs, which are an important source of vocational training for immigrant groups, Little City Halls (Boston) and Community Action Programs.

Settlement houses, multi-service centers and other social service organizations are included in this group of providers. Many of these agencies are located in communities where immigrants live but provide service to them as part of a larger client group. Other agencies, such as the six providers of legal services, provide specialized services to many types of clients over a wide geographic area.

As do the major providers, these agencies provide more information and referral services to immigrants than any other service. Advocacy and employment services are provided to them the next most frequently. A broad range of services is provided by this group of agencies, including social integration, interpreters, legal services, English as a Second Language, mental health, housing, vocational preparation, and day care.

3. Providers of General Human Services (Group C)

Sixty-four additional human service agencies responded to the questionnaire. The United Way of Massachusetts Bay supports 65 percent of those agencies. Forty-five of these agencies reported providing a total of 125 services of the particular kind needed by immigrants. The remaining 19 agencies provide



TABLE 11

SUMMARY OF SERVICES PROVIDED BY AGENCIES IN GROUPS A, B, AND C

Agencies by Group	Number of Services ¹															Total
	I & R	Advocacy	English	Employment	Housing	Legal	Voc. Prep.	Soc. Integ.	Mental Health	Health	Day Care	Interp.	INS Help	Oriental.	Other	
UP A AGENCIES:																
4) MB Agencies	11	8	6	8	4	3	5	7	5	2	1	8	4	6	3	81
Non-UWMB, Private Agencies	8	3	5	5	4	3	3	3	0	0	1	4	2	6	4	51
Public Agencies	2	1	1	0	0	1	0	0	0	0	0	1	2	2	3	13
Total Group A	21	12	12	13	8	7	8	10	5	2	2	13	8	14	10	145
UP B AGENCIES:																
5) MB Agencies	17	7	4	7	2	5	3	10	4	1	5	7	2	1	5	80
Non-UWMB, Private Agencies	8	4	2	3	2	3	1	1	5	3	2	1	1	2	1	39
Public Agencies	12	7	5	6	6	4	6	4	2	2	3	7	4	5	3	76
Total Group B	37	18	11	16	10	12	10	15	11	6	10	15	7	8	9	195
UP C AGENCIES:																
6) Total Group C	25	10	5	6	6	7	6	8	16	14	10	2	3	3	4	125
Total Services (All Respondents) Groups A and C	83	40	28	35	24	26	24	33	32	22	22	30	18	25	23	465

These figures indicate the number of times agencies mentioned providing each service. They do not represent numbers of discrete programs, as several services may be provided through a single program.

general human services.

As do all other providers, these agencies provide more information and referral to immigrants than any other service. However, this group is distinctive in that it is largely comprised of health and mental health agencies. Day care and advocacy services are also delivered to immigrants through these agencies.

B. UTILIZATION OF SERVICES BY IMMIGRANTS

All agencies in groups A and B serve immigrants. However, only 29 percent of the agencies in Group C reported that immigrants actually use their services. Thus, only 81 percent (376) of the 465 services reported available through all agencies are being used by immigrants,¹ as shown below:

TABLE 12

PERCENT OF SERVICES AVAILABLE WHICH ARE UTILIZED

Agency Group	Total Services Reported Available	Services Utilized by Immigrants	Percent of All Services Reported Available Which are Utilized by Immigrants
Group A Agencies	145	145	38.5%
Group B Agencies	195	195	52.0%
Group C Agencies	125	36	9.5%
Total Services Provided by All Agencies	465	376	100.0%

¹

There is no doubt that there are more human services available in the community than 465. This data reflects all available services which were reported in the survey done for this study.

In 1976, these services were provided to 7,000 immigrants by 83 agencies, 59 percent of which are supported by the UWMB.¹ United Way affiliates also employ 59 percent of the 400 total staff reported serving immigrants.

One third of all these agencies serving immigrants provide only one or two services to them. Over half the agencies provided four services or less to immigrants. The degree to which these programs are adjusted to meet the special needs of immigrants varies among the agencies. Individual agencies tend to serve only one or two immigrant groups: most reported serving only one group, and 60 percent reported serving immigrants from three countries or less (only two reported serving "many" nationalities).²

No service figures are available by country of origin from INS or the International Institute of Boston. However, the Massachusetts Division of Immigration and Americanization reports that immigrants from the Caribbean countries sought far more service than other immigrants (759 served in 1976). Latin American, Greek, Haitian and Portuguese immigrants also obtained large amounts of service.

As shown in Table 13, 31 percent of all services provided to the ten largest immigrant groups by all agencies surveyed are delivered to Latin American immigrants.³ Immigrants from Italy, Portugal, Greece and China utilized the next greatest amount of service, and those from the

1

Twelve additional United Way agencies reported not knowing if they serve immigrants.

2

Those agencies serving only a few immigrant groups appear to serve them primarily because these groups are located in the agency's service area. Agencies serving more groups are those whose programs are targeted specifically to immigrants, regardless of residence.

3

Percent of the 465 services provided by all agencies identified.

United Kingdom used fewer services than any of the other large immigrant groups

TABLE 13

PERCENT OF ALL SERVICES UTILIZED BY TEN LARGEST IMMIGRANT GROUPS

Rank	Group	Percent ¹
1	Latin America	31%
2	Italy, Portugal Greek, China	14% each
3	West Indies	9%
4	Canada	6%
5	India	6%
6	Ireland	2%
7	United Kingdom	1%

As Table 14 shows, the immigrant groups with the largest populations did not receive the greatest amounts of service, especially from major service providers (Group A).¹

1

The primary agencies serving Jewish immigrants are organized by Combined Jewish Philanthropies and provide complementary, comprehensive services. The Chinese community in Boston's South End also has a well organized network of services. Both communities are recognized for providing well organized service, although a need for more services has been articulated by both.

TABLE 14

IMMIGRANT GROUPS MOST FREQUENTLY
RECEIVING AGENCY SERVICES IN THE MASSACHUSETTS BAY AREA

Rank: Order of Greatest Number of Services	Immigrant Groups Served By All Agencies		Immigrant Groups Served by Major Providers (Group A)	
	Immigrant Group	Number of Services	Immigrant Group	Number of Services
1	Latin America	86	Latin America	13
2	Caribbean ¹	34	Jewish Immigrants and Refugees ²	8
3	Portuguese ⁵	32	Asian ³	7
4	Haitian	27	Canadian	6
			Italian	6
			Caribbean ¹	6
			Haitian	6
			Portuguese ⁵	6
5	Asian ³	26	Greek	5
6	Italian	21	Indochinese	4
7	Greek	17	-	-
8	Indochinese	14	-	-
9	Armenian ⁴	12	-	-
10	Jewish Immigrants and Refugees ²	11	-	-

¹Not including Haiti

²From USSR, Romania and Israel

³Including China, Hong Kong, Taiwan and other Asian Countries

⁴Including Armenian, Lebanese, Syrian and Egyptian

⁵Including Cape Verde and the Azores

1. Service Delivery in Ten Cities With Greatest Immigrant Population¹

The ten cities with the largest immigrant populations contain 76 percent of all immigrants in the Massachusetts Bay area. Of all agencies identified in the Massachusetts Bay area, 76 percent also are located in these ten cities. These agencies provide 80 percent of all services to immigrants in the UWMB area.

Table 15 shows that services are provided in general proportion to the size of population in these ten cities.² However, relatively few services are provided in five of these cities with large immigrant populations.

TABLE 15

SERVICES PROVIDED IN TEN CITIES WITH LARGEST IMMIGRANT POPULATION

Rank by Size Population	City	Services Provided	Percent of Services in Ten Cities	Percent in UWMB Area
1	Boston	280	75.0%	60.2%
2	Cambridge	39	11.0%	8.4%
3	Somerville	18	5.0%	3.9%
4	Waltham	13	3.0%	2.8%
5	Peabody	0	0%	0%
6	Brookline	13	3.0%	2.8%
7	Watertown	3	.8%	.6%
8	Medford	5	1.4%	1.1%
9	Malden	3	.8%	.6%
10	Everett	0	0%	0%
Total		374	100.0%	80.4%

¹ Appendices 7 and 8 present the numbers of each type of service, and the numbers of immigrant groups served in each of the major cities and in the neighborhoods of Boston.

² No services were reported in either Peabody or Everett. Of two questionnaires sent to agencies in Peabody, one was returned by an agency which does not serve immigrants. The one questionnaire was sent to an agency identified in Everett which was not returned.

Everett, Malden, Medford, Watertown and Peabody all have few services.

Furthermore, two of the three services offered in Watertown are information and referral and mental health; only one (advocacy) is directed at any of the special needs of immigrants.

Agencies generally reported serving the immigrant groups living in the cities where the agency is located. However, only one agency mentioned serving immigrants from the United Kingdom, although this is one of the larger immigrant groups. Although Canadian immigrants are numerous in these ten cities, only six agencies reported serving them; none of these agencies are located in Boston or Brookline, two of the three cities with the most Canadian immigrants. Brookline also has a relatively large Latin American population, but no services to this group have been identified. No services have been reported to the Portuguese in Peabody or to the Italian immigrants in Everett.

2. Services Utilized in Three Major Cities

There are four agencies located in Somerville, 11 in Cambridge and 35 in Boston which provide services needed by immigrants. These three cities with the largest number of immigrants receive more services, and a broader range of services than other cities. Local agencies provide both Cambridge and Somerville with a fairly wide range of services, although no English as a Second Language, INS assistance or orientation services were identified in Somerville.

Although Boston has the largest number of agencies serving immigrants, these services are not distributed equally among its neighborhoods. Furthermore, those neighborhoods with the larger populations do not have the largest number of services.

Table 16 shows that although Dorchester and Allston-Brighton have by far the largest numbers of immigrants, they receive only 5 percent and 3 percent



TABLE 16

SERVICES PROVIDED IN BOSTON NEIGHBORHOODS

Neighborhood	Total Number Services	Percent of All Services	Rank: Amount of Service ¹	Rank: Size of Immigrant Population ²
Boston (Central)	144	51%	1	10
South End	35	12%	2	5
Roxbury	18	6%	3	6
Jamaica Plain	17	6%	4	3
Roslindale	14	5%	5	8
Dorchester	14	5%	6	1
Allston/Brighton	9	3%	7	2
South Boston	8	3%	8	14
East Boston	5	2%	9	4
Mattapan	5	2%	10	9
North End	5	2%	11	12
Hyde Park	3	1%	12	-
Back Bay	1	1%	13	7
West Roxbury	0	0%	14	13
Charlestown	0	0%	15	15
Total	280	100%		

¹Service information was not broken down for Grove Hall, which was counted as part of Roxbury.

²Population data are not available for Hyde Park but was obtained for Grove Hall (not listed here). Rank order has been adjusted for this.

respectively of all services delivered in Boston. East Boston, with the fourth largest immigrant population in the city, receives only 2 percent of all services delivered in Boston and ranks ninth in service delivery.

Dorchester, geographically a large area, and the neighborhood with the largest immigrant population, has few services. Most of the services which are provided there are information and referral, day care, and mental health, none of which are those most needed by recent immigrants. There are no vocational training, housing or orientation services and no courses in English as a Second Language. Legal services and assistance with INS procedures also are lacking, although these are two of the services in the central city available to all.¹ There is one employment service. One of the large immigrant groups in Dorchester, Latin Americans, is served by only one agency. One other agency reported serving "Central Europeans" (Dorchester has relatively large populations of immigrants from Portugal, Ireland, and the United Kingdom).

The one agency serving immigrants in Allston-Brighton reports serving "many nationalities." This neighborhood, also geographically large, has large Greek, Irish, Latin American, Canadian and Cuban populations. This agency does provide a wide range of the services identified as most needed by recent immigrants, with the exception of orientation services.

All of the services in East Boston are reported to be delivered to its large Italian and Latin American populations. This neighborhood has no housing, employment, social integration, orientation or interpreter services.

¹ It must be noted that 51 percent of the services in this city are located in downtown Boston, and that some of these are targeted to the entire city. The extent to which such agencies actually do serve all the neighborhoods is unknown.

However, it is possible that these service needs are being met by other resources¹ (see discussions in the sections which follow).

The South End appears to have many services in proportion to its immigrant population, and the Back Bay fewer. However, both these contiguous neighborhoods have large Chinese populations, and it is likely that the well-organized services in the South End are provided to immigrants to both these neighborhoods.

Although Mattapan has only a slightly smaller proportion of services than of immigrants, these are delivered by two agencies both of whom serve Latin Americans primarily. The largest immigrant groups, Haitians and other West Indians, do not receive service from any agency.² Immigrants in Mattapan from the United Kingdom and Canada also are not reported to be served.

In the remaining neighborhoods, the amount of service is in better proportion to immigrant population sizes. Services in these other neighborhoods are also better distributed among the various immigrant groups.

V. FACTORS AFFECTING UTILIZATION OF SERVICES

The degree to which immigrants utilize those services available in the community depends upon several factors. Potential clients must be aware that the services exist. Services must be delivered in a manner which the client finds acceptable, and they must be accessible. For services to be accessible, staff and clients must be able to communicate verbally and they must have some

¹ This is true also of the North End, which has a smaller immigrant population.

² Mattapan has the largest Haitian populations in the UWMB area. In addition, there are many immigrants from other Caribbean countries, primarily Trinidad, Jamaica and the Dominican Republic.

basic understanding of each other's behavior; agencies must be located in places where immigrants can find them and can travel to them easily; and their services must be affordable.

A. ACCESSIBILITY OF SERVICES IN THE UWMB AREA

In order to communicate effectively with immigrants who do not speak English fluently, agencies must use bilingual staff or interpreters. Communication is further enhanced when staff are bicultural or are trained to understand culturally-determined behaviors and mannerisms.

Bilingual staff are employed by 55 percent of all the agencies of all type in the UWMB area responding to the questionnaire; 34 percent of the responding agencies have access to an interpreter. However, 70 percent of these agencies which actually serve immigrants report employing bilingual staff, and 43 percent report having access to an interpreter. Bicultural staff were reported by 39 percent of all agencies responding to the survey, and by 55 percent of those agencies currently serving immigrants.

A separate survey of general human service agencies was completed to study accessibility of services to linguistic minorities.¹ There were 159 agency respondents to this survey in the UWMB area, two-thirds of which reported employing at least one bilingual staff person.² Of those which do not employ bilingual staff, 15 agencies reported that they do not serve any linguistic minority clients. However, 39 of these agencies do report serving linguistic minorities, although only English is spoken by staff in these agencies. Of the agencies reporting no bilingual staff, 23

¹ This study by UCPC of accessibility of services to linguistic minorities is incomplete. The survey was completed in 1976, and parts of the data were analyzed especially for this study of services for immigrants.

² It is not known if the language spoken by the bilingual staff person is the same as that of the clients being served.

reported serving Portuguese clients.¹ Fewer agencies reported employing no bilingual staff but serving French-speaking, Chinese, Greek or Armenian clients.

The cost of service is another factor affecting service utilization. Fees usually are charged for legal services, day care programs, health and mental health services, and courses in English as a Second Language. Some agencies establish fees on a sliding scale adjusted to client income. Many services to immigrants are provided at no cost.

It is easier for clients to use services which either are in close proximity to their homes or which are close to major transportation routes. This is particularly true of recently arrived immigrants who are unfamiliar with areas outside their communities or with transportation systems.

Some agencies include more than one neighborhood or city in their service areas, and so technically there are more services available to clients than those provided by local agencies. Some services, legal services for example, can be used effectively outside the city of residence. Such services are used less frequently and on a shorter-term basis than those which are needed for daily survival. However, day care services, advocacy or employment services are most likely to be used locally.

There are several geographic gaps in service which have been discussed in the preceding section of this chapter. Agencies are physically inaccessible to immigrants in at least five of the major cities and in several neighborhoods of Boston. In addition, some specific services which are not provided by local agencies in some areas may be inaccessible.

The immigrant population in Boston accounts for 53 percent of the total

¹ Some agencies reported serving more than one linguistic minority group.

population in the ten major cities. Yet, agencies in Boston provide 75 percent of all services delivered in these ten cities. There are six services which are concentrated in Boston, very few of which are provided in other areas. One of these, assistance with INS procedures, may be utilized outside the city of residence more easily than others, as information can be given on the telephone and the service is not usually needed frequently or on an ongoing basis. However, few employment counseling, vocational training, orientation, interpreter or day care services are provided outside of Boston. These all are services which must be conveniently located if immigrants are to make use of them. Courses in English as a Second Language are reported to be inaccessible to immigrants in outlying areas of the UWMB area. These courses also have been reported to be given at inconvenient times and in places which some immigrants consider to be unsafe.

B. IMMIGRANTS' AWARENESS AND ACCEPTANCE OF SERVICES

Immigrants often are unaware of the services available to them for reasons which have been discussed in earlier chapters. Immigrants who are potential service users may be made aware of services through agency efforts to inform them about what kinds of service are available and how these can be obtained. However, immigrants also learn of services through informal contacts.

Of the agencies surveyed for this study, 73 percent reported that immigrants learn of their services through word of mouth, and 68 percent reported that immigrants are referred to them by another agency. Most of the agencies reporting that their services are found by other means (27 percent) indicated that this is through general publicity. Outreach to immigrants is provided by 30 percent of the providers responding; half of the agencies reporting outreach efforts are supported by the UWMB.

However, there is no evidence that agency outreach affects utilization of services by immigrants. More than half of the agencies currently utilized by immigrants report providing no outreach at all. It is possible that the outreach techniques being used are ineffective. Some informants have indicated that the most common method used, distributing bilingual leaflets, is not effective in immigrant communities. However, it is possible that outreach may help those who seek service to find the appropriate source more quickly. Therefore, that outreach which is being done may be promoting a more efficient use of services.

Information and referral services (I and R) may be considered as another method of increasing potential consumers awareness of service.¹ The many I and R programs available to immigrants may, in fact, be helping to increase their awareness of services. However, in some cases these programs may function as much to frustrate them as to assist them in finding services. Immigrants often approach information and referral programs expecting that a concrete service will be delivered. When a referral is made instead, some become discouraged, feeling that they are being shuttled from one agency to another. This is particularly difficult for those who do not speak English, have no transportation or are not used to the complexity of our society.

Because many immigrants learn of services through word of mouth, the informal network in the ethnic community is critical to consumer awareness of services. Informants have stressed the importance of agency contact with churches and ethnic associations, which often refer recent immigrants for service. However, of the religious and ethnic organizations surveyed, 36 percent reported not knowing of any services, formal or informal, in their areas.

¹ Broskowski, A., "The Difference Between 'Needs' and 'Demands' for Service," unpublished paper, 1976.

The 64 percent which were aware of other services reported informal sources of assistance as well as agencies. Generally, ethnic groups do not appear to be aware of most of the agency services potentially available to immigrants.

Community informants have indicated that some agency services are not used by immigrants because of the style of service delivery or the atmosphere of the agency. Many of the native cultures of the more recent immigrants to the UWMB area have strong traditions of class. Some immigrants from these cultures and some other low-income groups report feeling out of place in agencies whose services are adjusted more to the expectations of middle class clients. For this reason, certain services, including some of those specifically targeted to immigrants, are not utilized by some of those immigrants who most need them.

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CHAPTER SIX: GAPS IN SERVICE

I. COMPARISON OF NEEDS TO SOURCES OF SERVICE.

A. SERVICES TO INDIVIDUALS AND FAMILIES

In order to identify gaps in service, needs can be compared with the availability of resources. Community informants ranked needs for services for individuals and families, as discussed in Chapter Four. Services also have been ranked according to their availability in the UWMB area. Table 17 shows that with the exception of one,¹ those services identified as most needed are, in fact, the least available.

TABLE 17
COMPARISON OF HIGHEST PRIORITY NEEDS TO
PERCENT OF SERVICE AVAILABLE

Service	Priority Of Need	Percent of All Available Services	Rank: Order of Availability
Vocational training and placement	1	5%	5
English as a Second Language	2	6%	4
Housing	3	5%	5
Advocacy	4	9%	2
Orientation	4	5%	5
General Education Courses	5	less than 5%	6
Interpreter	5	6%	4
Information and Referral	11	18%	1

¹ Advocacy services, identified as a fourth priority need, make up 9 percent of all services available and are the second most frequently provided service.

Two of the three highest priority needs for service, vocational training and placement services (including employment) and housing services, are among those which are least available in the UWMB area. Housing services and vocational training services account for only 5 percent each of all those currently available to immigrants.¹ Each ranks fifth out of six rankings of service availability. English as a Second Language, the second most needed service, is ranked fourth in order of availability (6 percent of all services available to immigrants).

Orientation services, assigned fourth priority of need, account for 5 percent of all services available, and interpreter services, identified as the fifth most needed, make up 6 percent of all available services. General Education courses, also identified as a fifth priority need, account for less than 5 percent of all services.

There is a preponderance of information and referral services (I and R), the service most frequently provided to immigrants in the UWMB area which accounts for 18 percent of all services to this group. This service was assigned a low priority by both immigrants and providers. Nearly 75 percent of these I and R services are delivered by general human service providers.

Immigrants indicated that the inaccessibility of services due to language and cultural barriers is one of their greatest problems. Thirty percent of those agencies which currently serve immigrants do not have bilingual staff. Although some of these agencies have access to interpreters, this is a less

¹ Employment services were identified separately from vocational training services, however. Employment services were the third most frequently provided (7 percent of all available services).

desirable arrangement for immigrants. Only English is spoken in some agencies which serve linguistic minorities, including immigrants. Approximately half of the agencies currently serving immigrants and over two-thirds of all agencies identified do not employ bicultural staff.

Immigrants identified outreach as one way to increase awareness of service, although they perceive techniques currently being used as minimally effective. Only 30 percent of all agencies identified in the survey provide any outreach. Of those agencies which actually serve immigrants, 46 percent make efforts at outreach. This outreach may not, in fact, be effective; those agencies which do outreach provide less than half the services delivered to immigrants. Most immigrants are reported to find services through word of mouth.

The need for a welcoming agency atmosphere also was stressed. Immigrants report feeling uncomfortable and out of place in a number of agencies which they perceive as being oriented to middle class clients. There appears to be a need for agencies to develop warmer, less intimidating atmospheres if they intend to serve immigrants from lower socioeconomic groups.

A need was identified for services which are geographically more accessible and particularly for agency services located in the ethnic communities. As discussed in Chapter Five, five of the ten cities and three of the neighborhoods of Boston with largest immigrant populations receive very few agency services.¹ Many of the highest priority services concentrated in Boston are inaccessible to immigrants in outlying areas.

In many cases the areas with fewest available services are areas where some of the newer immigrant groups of lower socioeconomic status and income are living.

¹ These are Everett, Peabody, Watertown, Medford and Malden, and Mattapan, Dorchester and Allston-Brighton.

Therefore, some of the groups with the greatest service needs are receiving the fewest services at the community level. In addition, there is little or no agency service to the large numbers of immigrants from Ireland and the United Kingdom, and none of the agencies located in two of the cities with the largest Canadian populations report serving this group.

B. COMMUNITY-LEVEL NEEDS

Community groups, including religious organizations and ethnic organizations, have articulated needs for technical assistance in organizing themselves and for resources which can be used to help meet the needs of individuals within the ethnic communities. These groups currently are not able to provide many formal services, and the cost of acquiring buildings limits their abilities to provide cultural and social activities regularly. None of the organizations have sufficient resources to employ staff to provide services on a full-time basis. Many of the new immigrant communities either have few organizations addressing needs for service or include a number of splinter groups who cannot agree on service priorities or cooperate to find sources of funding for services.

C. NEEDS OF SERVICE PROVIDERS

Agencies have expressed the need for assistance in planning for services to immigrants. They report that they need data about which immigrant groups are living in their service areas. There are, in fact, a number of discrepancies between agencies' perceptions of which groups live in their areas and the demographic information obtained for this study. These discrepancies are most apparent in some of the ten cities with the largest numbers of immigrants, in Peabody, Malden and Brookline for example. Nearly one quarter of those agencies identified in areas with significant numbers of immigrants reported not knowing if immigrants live in their service areas.

Agencies also report a need for planning assistance in coordinating

services to immigrants. Many providers were not, in fact, aware of each other, and a number of agencies do not know about assistance provided by religious or ethnic organizations.

Finally, those agencies which are aware of immigrants in their areas feel a need for information about native cultures. Many agencies reported having difficulty serving immigrants for reasons unrelated to language. They need access to immigrant and ethnic communities in order to find bicultural staff, and they need in-service training programs for the majority of staff who are not bicultural.

II. CONCLUSIONS

A. SERVICES TO INDIVIDUALS AND FAMILIES

The results of this study indicate that there are virtually no duplications in the provision of special services for immigrants in the UWMB area. However, there are many gaps in the provision of those services most needed by immigrants.

There are significant gaps in the provision of all those services identified as most needed by immigrants, and there is a particular need for more vocational training and housing services. Orientation, interpreter and employment services, English as a Second Language and General Education courses also are needed. Although there is a general lack of these services across the UWMB area, the gaps in service vary according to geographic area. In addition, some services are needed more by one group than by others; for example, Haitians feel a greater need for day care services than do some other immigrant groups.

The single service most frequently provided to immigrants is information and referral, which is not a high priority service and often does not address the unique needs of immigrants. There is no reason to believe that staff are bilingual or otherwise prepared to help immigrants with special problems or that

the services include any escort or advocacy components.

Many services which could be used by immigrants are inaccessible, primarily because of linguistic barriers and cultural differences. To ameliorate this problem, the employment of bilingual and bicultural agency staff is more desirable to immigrants than using interpreters.

There are clear geographic gaps in the delivery of nearly all high priority services. There is a need for more community-based agency services for immigrants, especially for those groups from rural areas with low socioeconomic status and low incomes; these groups are less mobile and may have the greatest needs for service. Four of these groups, the Portugese, Greeks, Armenians and Italians receive proportionally fewer services than other immigrant groups.

However, it is possible that in some areas, among some immigrant groups, needs are being met by community organizations and informal support systems. For example, Italian immigrants in Everett, Medford and Malden, and Armenians in Watertown, may be receiving assistance from their many chruches and ethnic associations. These groups are reported to prefer assistance from their own communities to formal help from service agencies.

As with the Italians and Armenians, it may be that immigrants from Ireland, Canada and the United Kingdom are obtaining service through sources other than agencies. However, many of these immigrants speak English, and their native cultures may be so similar to that in the U.S. that they do not require special services. Furthermore, some of these immigrants may obtain service from agencies which cannot distinguish them from clients who are citizens.

Although immigrants and providers both expressed a need for outreach, few agencies are making this effort and current methods seem to be ineffective. Techniques for outreach to immigrants need to be developed further. Many community informants have suggested that the most effective method is to work through

local religious and ethnic organizations.

There is no doubt that immigrant individuals and families need all kinds of social services, just as other people do. It is true also that immigrants face a number of difficulties and that many families experience stress. However, most immigrants do not need rehabilitative services. Rather, they need access to information and services such as advocacy and vocational training which help to remove the barriers to their adjustment and to the development of their self-sufficiency.

B. COMMUNITY-LEVEL NEEDS

There is a need in the newer immigrant communities for help in organizing to provide service to members of their own communities. In order to accomplish this, however, ethnic groups need financial resources. Because many newer immigrant groups are unfamiliar with American social service systems and with local funding sources, they may need technical assistance in generating resources, including help in preparing funding proposals.

Several ethnic communities whose members are of low socioeconomic status need the use of physical facilities for community-sponsored cultural and social activities. There is substantial evidence that activities and services provided within the ethnic communities are extremely important sources of support to recently arrived immigrants.

C. NEEDS OF SERVICE PROVIDERS

Agency expressions of need and findings from this study both indicate that providers need planning and technical assistance. It is possible that the inaccessibility of services, particularly due to linguistic and cultural barriers, is partly attributable to the fact that agencies are unaware of immigrant groups, of their customs and of their needs. This may be because many of the newer immigrant groups have grown so quickly that agencies have not

yet had time to recognize their presence, as in the case of the rapid increase in the Portuguese population in Peabody. It also is possible that more immigrants are being served than are reported here because agencies are not aware that they are serving immigrants.

A number of agencies have expressed a desire for technical assistance to help coordinate their activities with those of other providers of services to immigrants. Assistance with staff development and training also is needed. It is possible that through the very coordination of agency efforts staff can learn more about the cultures and needs of immigrant groups in their areas.

This report contains some of the information agencies need in order to plan services to immigrants. However, more information is needed about the specific needs of local immigrant groups. Agencies then must develop their programs and adjust staffing patterns to be responsive to these needs. Many agencies, particularly smaller ones, will need planning assistance in these efforts.

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APPENDIX 1

SERVICES TO IMMIGRANTS - AGENCY QUESTIONNAIRE

AGENCY NAME: _____ Telephone _____

ADDRESS: _____ COMPLETED BY: _____ TITLE _____

What is your geographic service area?

In your area, are there any immigrants or ethnic communities which might include immigrants? ☐ Yes ☐ No ☐ Don't Know

If yes, from what countries?

What services do you provide which help immigrants adjust or become self sufficient?

- | | |
|---|--------------------------------------|
| <input type="checkbox"/> Information & Referral | <input type="checkbox"/> Health |
| <input type="checkbox"/> English | <input type="checkbox"/> Day Care |
| <input type="checkbox"/> Employment | <input type="checkbox"/> Interpreter |
| <input type="checkbox"/> Housing | <input type="checkbox"/> Advocacy |
| <input type="checkbox"/> Legal | <input type="checkbox"/> Help with |
| <input type="checkbox"/> Vocational Preparation | <input type="checkbox"/> INS Forms |
| <input type="checkbox"/> Social Integration | <input type="checkbox"/> Orientation |
| <input type="checkbox"/> Mental Health | <input type="checkbox"/> Other _____ |
| <input type="checkbox"/> None | |

Do immigrants seek your services?

☐ Yes ☐ No ☐ Don't Know

How many immigrants did you serve in 1976?

Is your staff specially prepared to serve immigrant clients?

- ☐ Bilingual ☐ Access to Interpreter
☐ Familiar with native cultures
☐ Other _____

How many individual staff serve immigrants? _____

Describe your services targeted to immigrants?

Do you provide outreach to immigrants?

☐ Yes ☐ No

How do immigrants find your services?

☐ Don't Know ☐ Word of Mouth☐ Referral from _____☐ Other _____

What other agencies provide services to immigrants?

Are there any informal support systems for immigrants in your area?

☐ Don't Know ☐ Social groups☐ Church groups ☐ Other _____☐ Ethnic Associations

What are the greatest needs of immigrants (in order of importance)?

1. _____
 2. _____
 3. _____

Which of these needs are being met by existing services?

Are there any major service gaps?

Are any services duplicated?

Please add comments below and on the reverse side.

Thank you for your help.



City/Neighborhoods	Number of Agencies Responding	Percent of All Agencies Responding
Boston:		
- Allston/Brighton (including Parker Hill and Fenway)	2	1
- Back Bay	1	1
- Boston	35	26
- Dorchester	3	2
- East Boston	2	1
- Hyde Park	2	1
- Jamaica Plain	4	3
- Mattapan	2	1
- North End	1	1
- Roslindale	3	2
- Roxbury	7	5
- South Boston	2	1
- South End (including Chinatown)	7	5
Cookline	3	2
Dumbridge	11	8
Felsea	3	2
Invers	1	1
Ledham	1	1
Mnn	6	4
Nlden	2	1
Riblehead	1	1
Sedford	3	2
Telrose	1	1
Wedham	1	1
Xwton	4	3
Yher Mass.	3	2
Zabody	1	1
Aincy	3	2
Ulem	1	1
Omerville	4	3
Oneham	1	1
Dbury	1	1
Vampscott	1	1
Wkefield	1	1
Altham	5	4
Uttertown	2	1
Oburn	1	1



APPENDIX 3

SERVICES TO IMMIGRANTS

Name of Organization _____ Telephone _____

Address _____ Completed by _____ Title _____

What national or ethnic groups do you serve?

How many recent immigrants did you help in 1976?

Do you serve recent immigrants here 10 years or less?

☐ Yes ☐ No ☐ Don't Know

Where do the immigrants you serve live?

Country of Origin CommunityCountry of OriginNumber

How many recent immigrants live in the Boston Metropolitan area?

Country of Origin Number

How many members or staff work to help recent immigrants? _____

How do recent immigrants find your organization?

☐ Don't Know ☐ Word of Mouth☐ Referral from: _____☐ Other: _____Do you provide outreach to recent immigrants? ☐ Yes ☐ No

What service agencies help recent immigrants?

What are your organization's major purposes?

What activities or services do you sponsor?

- | | |
|---|--|
| <input type="checkbox"/> Mutual Support | <input type="checkbox"/> Mental Health |
| <input type="checkbox"/> Social Events | <input type="checkbox"/> Health |
| <input type="checkbox"/> Recreation | <input type="checkbox"/> Day Care |
| <input type="checkbox"/> Financial Aid | <input type="checkbox"/> Interpreter |
| <input type="checkbox"/> Buying Clubs | <input type="checkbox"/> Advocacy |
| <input type="checkbox"/> Information & Referral | <input type="checkbox"/> Help with |
| <input type="checkbox"/> English | INS forms |
| <input type="checkbox"/> Employment | <input type="checkbox"/> Orientation |
| <input type="checkbox"/> Housing | <input type="checkbox"/> Community |
| <input type="checkbox"/> Legal | Education |
| <input type="checkbox"/> Vocational Preparation | <input type="checkbox"/> None |
| <input type="checkbox"/> Social Integration | <input type="checkbox"/> Other _____ |

Please describe your formal services to recent immigrants:Do you help recent immigrants in any informal ways?☐ Yes ☐ No ☐ Don't Know

What informal support systems for recent immigrants exist in the community?

What are the greatest needs of recent immigrants (in order of importance)?

1. _____

2. _____

3. _____

Are the needs you listed above being met by existing services?

1. ☐ Yes ☐ No ☐ Don't Know2. ☐ Yes ☐ No ☐ Don't Know3. ☐ Yes ☐ No ☐ Don't Know

PLEASE ADD COMMENTS BELOW AND ON REVERSE SIDE:

APPENDIX 4

KEY INFORMANTS

Hansa Apparao
UCPC Indochinese Resettlement Project,
Representative of the Indian Community

Maria Basanese, Instructor
Greater Boston YMCA ESL Program

Joan Buckman
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P. Eliménés Charles
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John Clancy, Director
UCPC Indochinese Resettlement Project

James Clarke
Representative of the Jamaican Community

Immacula David
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Gilbert C. Gilles, Exc. Ass. President
Boston Haitian American Comm. Org. Inc.

Alice Hall
International Institute of Boston

Ha Tang Lieng Hot
UCPC Indochinese Resettlement Project,
Representative of Vietnamese Refugees

Gaspar Jako, Executive Director
International Institute of Boston

Ralph Kolodny, Professor
Boston University School of Social Work

Latin American Immigrants from
Argentina, Guatemala and Costa Rica,
Students at the Boston College program
in English as a Second Language

Christine Ledoux, Director
Origins, Inc.

Jean Lescouflair, Publisher of Perspectives
Journal de la Communaute Haitienne de Boston

Jean Malan
Representative of the Haitian Community

Christina Mayes
Representative of the Greek Community

Deborah Milner, Social Services
Judge Baker Guidance Center

Louis Morin
Representative of the Canadian Community

Edmond Moussally
Representative of the Lebanese Community

Robert Moy
Member of the Board of Directors
South Cove Community Health Center

Rev. Francis O'Sullivan, Director
Catholic Charitable Bureau of the
Archdiocese of Boston, Inc.

Pastor of St. Hedwig's Church
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Oscar Sanchez
Cuban Cultural Center

Yana Stupal
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Gerald Sutherland, Assistant Director
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Nicholas E. Tawa, Ph.D.
Professor of American Music
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Member of the Board of Directors
International Institute of Boston



APPENDIX 5

IMMIGRANTS REPORTED:
UNITED WAY OF MASSACHUSETTS BAY AREA
(1976 INS DATA)

Rank	Country of Origin	Number	Rank	Country of Origin	Number
1	Italy	8,302	17	Dominican Repub.	685
2	Portugal	7,622	18	Korea	560
3	Canada	7,380	19	France	489
4	United Kingdom	5,293	20	All Others	458
5	Central, South Latin America ¹	4,044	21	Africa	401
6	China	3,932	22	USSR	397
7	West Indies	3,898	23	Japan	303
8	Greece	3,282	24	Syria	293
9	Ireland	1,769	25	Israel	280
10	India	1,428	26	Spain	230
11	Cuba	1,251	27	Vietnam	231
12	Haiti	1,242	28	Mexico	170
13	Poland	1,000	29	Egypt	171
14	Germany	956	30	Iran	157
15	Lebanon	717	31	Mid East	130
	Other Asian	684		Total Mass. Bay Area	63,820

¹3,810 are Spanish-Speaking, 234 are from Brazil and speak Portuguese.

Appendix

TABLE 1
Summary of the data used in the analysis

Variable	Unit	Mean	Standard deviation	Minimum	Maximum
Age	Years	34.5	10.2	18	65
Gender	Male/Female	0.52	0.50	0	1
Marital status	Married/Single	0.68	0.48	0	1
Education	Years	12.5	2.1	8	16
Income	Dollars	25,000	15,000	5,000	60,000
Health status	Good/Poor	0.75	0.43	0	1
Exercise	Hours per week	2.5	3.5	0	10
Smoking	Yes/No	0.25	0.43	0	1
Alcohol consumption	Drinks per week	1.5	2.5	0	10
Stress	Score	4.5	2.5	1	10
Depression	Score	2.5	2.5	0	10
Life satisfaction	Score	6.5	2.5	1	10
Overall health	Score	5.5	2.5	1	10

APPENDIX 6

IMMIGRANTS REPORTED:
TEN CITIES WITH LARGEST IMMIGRANT POPULATIONS
(1976 INS DATA)

Rank: Size of Immigrant Population	City	Total Immigrants
1	Boston	25,433 ¹
2	Cambridge	6,164
3	Somerville	3,934
4	Waltham	2,598
5	Peabody	2,228
6	Brookline	2,200
7	Watertown	1,970
8	Medford	1,345
9	Malden	1,258
10	Everett	1,132
Total	UWMB Area	63,820

IMMIGRANTS REPORTED:
CITY OF BOSTON
(1976 INS DATA)

Rank: Size of Immigrant Population	Neighborhood ¹	Total Immigrants
1	Dorchester	5,276
2	Allston/Brighton	2,968
3	Jamaica Plain	2,108
4	East Boston	1,893
5	South End	1,798
6	Back Bay	1,762
7	Roxbury	1,737
8	Roslindale	1,528
9	Mattapan	1,428
10	Boston (Central)	1,284
11	Grove Hall	1,130
12	North End	870
13	West Roxbury	623
14	South Boston	592
15	West End	229
16	Charlestown	207
Total	Boston	25,433

¹Hyde Park data not available.



City/Neighborhood	Information & Referral	English	Employment	Housing	Legal	Vocational Preparation	Social Integration	Mental Health	Health	Day Care	Interpreter	Advocacy	Help with INS Forms	Orientation	Other	Total
Boston:																
Dorchester	3		1				2	2	1	3	1					14
East Boston/Brighton	1	1	1	1		1				1	1	1	1			9
Jamaica Plain	4	1	1	1		1	1	1		1	1	2		1	2	17
East Boston	2				1	1						2	1			7
South End	6	2	5	3	1	3	2	1	1	2	1	3	1	2	2	33
Back Bay	1															1
Roxbury	4	2	1	1	3			2		1	1	1		2		18
Roslindale	3	1	1	1		1	1	1	1		1	2		1		14
Mattapan	1				1	1	1					1				5
Boston (central)	22	13	14	6	7	13	10	6	3	2	9	12	9	10	8	144
North End	1				1		1				1	1				5
West Roxbury																0
South Boston	1		1	1	1		1	1			1			1		8
Hyde Park	1							1		1						3
Charlestown																0
Cambridge	6	2	2	3	2	1	2	4	4	4	3	2	1	1	2	39
Cambridgeville	3		1	1	1	1	1	1	2	1	1	3			2	18
Dorham	3	1	1		2		1	1	1		2	1				13
East Boston																0
Dorchester	3	1			2		2	2				1	1	1		13
East Boston	1							1				1				3
East Boston	1	1		1					1	1						5
East Boston	1			1					1							3
East Boston																0
Total	68	25	29	20	22	23	25	24	15	17	23	34	14	19	16	

APPENDIX 8

IMMIGRANT GROUPS SERVED IN TEN CITIES WITH LARGEST IMMIGRANT POPULATIONS
(Number of Mentions by Providers)

City	Central European	Asian	South American	Central American	Carribean	Middle Eastern	Eastern European	Canadian	African	Spanish Speaking	Don't Know	"All" or "Many"	TOTAL
on:													
Chester	1	1		1	5		1						9
ston/Brighton												1	1
cluding Parker													
l and Fenway)													
aica Plain	2		2	1	4								9
t Boston	4		2										6
th End (including	2	6	6	2	5	7							28
natown)													
k Bay					1				1				2
bury			3	1	10								14
lindale	5					2				2			9
tapan			1	1									2
ton (central)	13	21	14	9	11	2	7	1	1	1		2	82
th End	1												1
t Roxbury													0
th Boston							1						1
rlestown													0
con Hill													0
e Park	4		1			1	1						7
idge	14	1	11	4	14		1			1			46
eville	6		1	2	6								15
nam	2		2	3	2			3					12
bdy											1		1
cline		2			1	3	2						8
ctown	3	1				1	1	2					8
ord	2		3	1	2								8
en	2										1		3
ett													0
Total													
Major Cities	61	32	46	25	61	16	14	6	2	4	2	3	272
Percent of all cities													
WMB area	85%	80%	84%	74%	88%	84%	93%	75%	100%	80%	29%	100%	85



